Scientific Excellence • Resource Protection & Conservation • Benefits for Canadians
Excellence scientifique • Protection et conservation des ressources • Bénéfices aux Canadiens

Labour Adjustment Study - Lockeport, Port Mouton

Longitudinal Study on Fishplant Closures
Vol. 1 - Phase I

Economic and Commercial Analysis
Report No. 92 (Vol. 1)

Fisheries and Oceans Pêches et Océans

Canada

91-06386/

Labour Adjustment Study - Lockeport, Port Mouton

Longitudinal Study on Fishplant Closures Vol. 1 - Phase I

Economic and Commercial Analysis Directorate
Department of Fisheries and Oceans
Ottawa, Ontario
K1A 0E6

March 1991

Report prepared by:

Rural and Small Town
Research and Studies Programme
Mount Allison University
Sackville, New Brunswick

(Department of Fisheries and Oceans
contract no. FP 802-9-2513)

Economic and Commercial Analysis Report No. 92 (Vol. 1)

Published by:

Communications Directorate
Department of Fisheries and Oceans
Ottawa, Ontario
K1A 0E6

DFO/4512

©Minister of Supply and Services Canada 1991

Cat. No. Fs 66-5/92E(vol. 1)
ISSN 0483-5626

Correct citation for this publication:

Mount Allison University. 1991. Labour adjustment study - Lockeport and Port Mouton. Longitudinal study on fishplant closures (phase 1). Econ. Commer. Anal. Rep. 92(vol. 1): xi+82 p.

Également disponible en français sous le titre:

« Étude sur l'adaptation des travailleurs mis à pied à Lockeport et à Port Mouton. Étude longitudinale sur la fermeture de deux usines (Phase I) »

Text printed on recycled paper / Texte imprimé sur le papier recyclé

ABSTRACT

This study was commissioned in order to gain insight into workforce adjustment of fish plant workers in Lockeport and Port Mouton, Nova Scotia, laid off because of plant closures. The objective of the study was to determine how the displaced workers adjust to the adverse economic impacts of these plant closures and to examine the effectiveness of employment adjustment initiatives.

Interviews for Phase I commenced in the Autumn of 1989. This phase was concerned with creating a profile of the fish plant workers and their families. Some factors that were examined included: age, education, mobility profiles, and anticipated employment options. Data was organized in three profiles: respondents profile (age, education, etc.), income and employment profile (employment status and incomes, work skills) and an adjustment profile (future work skills desired, mobility, etc.). Significant statistics within these profiles were highlighted in the text.

RÉSUMÉ

La présente étude a été commandée afin d'obtenir des informations sur l'adaptation des travailleurs mis à pied à la suite de la fermature d'une usine de transformation du poisson à Lockeport et d'une autre à Port Mouton, en Nouvelle-Écosse. Le but de l'étude était de savoir de quelle manière les mis à pied s'adaptent à leur nouvelle condition et d'évaluer l'efficacité des inatiatives d'adaptation de la main-d'oeuvre.

Les entrevues de la phase I ont débuté à l'automne 1989; elle étaient destinées à produire les données dont on pourrait dégager un profil des travailleurs cibles ainsi que de leur famille, notamment leur âge, leur niveau d'instruction, leur mobilité et leurs possibilités d'emploi. Les données ont été groupées en trois profils: profil du répondant (âge, instruction, etc.); profil du revenu et de l'emploi (situation de l'emploi, revenu, capacités professionnelles); profil d'adaptation (capacités professionelles recherchées, mobilité, etc.). Les statistiques les plus importantes, se rapportant à ces profils, sont mises en évidence dans le présent document.

FORWARD

This study was commissioned by the Economic and Commercial Analysis Directorate in order to gain insight into workforce adjustment of fish plant workers in Lockeport and Port Mouton, Nova Scotia, laid off because of plant closures. The objective of the study was to determine how the displaced workers adjust to the adverse economic impacts of these plant closures and to examine the effectiveness of employment adjustment initiatives. The study was conducted in two parts, Phase I and Phase II. In both phases, data was collected through the use of questionnaires. The survey universe was all the workers affected by the plant closures. The study was undertaken by the Rural and Small Town Research and Study Program, Department of Geography, Mount Allison University.

Interviews for Phase I commenced in the Autumn of 1989. This phase was concerned with creating a profile of the fish plant workers and their families. Some factors that were examined included: age, education, mobility profiles, and anticipated employment options. Data was organized in three profiles: respondents profile (age, education, etc.), income and employment profile (employment status and incomes, work skills) and an adjustment profile (future work skills desired, mobility, etc.). Significant statistics within these profiles were highlighted in the text.

Phase II was conducted over the spring and summer of 1990. This phase collected information on: work history since the last interview, education, training and skills upgrading taken, income levels of individuals and families between interviews, family profiles, mobility profiles, and adjustments completed or proposed. Labour adjustment appears to have been successful, although the study indicates that female and older workers may have the most difficulties in finding alternate employment. Phase II indicated that levels of family incomes had dropped slightly over the two phases of the study, from $26,610 to $24,611. The decrease in family incomes was greater in Port Mouton than in Lockeport. There was a significant increase in the percentage of total number of employed (full and part time) persons over the same time period, from 22 percent to 37 percent. Almost 80 percent of unemployed workers expressed a willingness to work. A lack of job opportunities was cited by unemployed respondents as the major barrier to employment. Nevertheless, respondents appeared to be optimistic about the future. They also exhibited flexibility in seeking new employment by indicating a willingness to accept lower wages, undertaking retraining courses, and in some cases, expressing a desire to relocate.

The contents of this report are the responsibility of the contractor and do not necessarily reflect the official statistics, policies or views of the Department of Fisheries and Oceans.

TABLE OF CONTENTS

LIST OF CHARTS AND TABLES vi

EXECUTIVE SUMMARY vii

STUDY TEAM xi

INTRODUCTION 1

LABOUR FORCE ADJUSTMENT LITERATURE REVIEW 7

METHODOLOGY 11

PROFILE OF RESPONDENTS 12
- Gender, Age, and Marital Status 12
- Community Residence and Housing Profile 14
- Education 16
- Profile Summary 17
- Length of Residence 18

INCOME AND EMPLOYMENT PROFILE 18
- Employment Status and Incomes 18
- Work Skills 24
- Profile Summary 25

ADJUSTMENT PROFILE 26
- Future Work Skills Desired 26
- Self-Employment 27
- Retraining 28
- Mobility 30
- Profile Summary 33

CONCLUSION 33

BIBLIOGRAPHY 35

APPENDIX 1 - QUESTIONNAIRE AND COVERING LETTER 37

APPENDIX 2 - LIST OF CONTACTS 51

APPENDIX 3 - CHARTS 53

LIST OF CHARTS AND TABLES

TABLES

TABLE 1 - OVERVIEW OF FINDINGS - LOCKEPORT/PORT MOUTON ix
TABLE 2 - OVERVIEW OF FINDINGS - FEMALE/MALE BREAKDOWN x

CHARTS

CHART 1 - AGE DISTRIBUTION 13
CHART 2 - AGE DISTRIBUTION BY GENDER 13
CHART 3 - MARITAL STATUS 14
CHART 4 - HOUSING TYPE 15
CHART 5 - HOUSING TENURE 15
CHART 6 - EDUCATION 16
CHART 7 - LEVELS OF EDUCATION BY GENDER 17
CHART 8 - MAJOR INCOME SOURCES 19
CHART 9 - MAJOR INCOME SOURCES NEXT 12 MONTHS 19
CHART 10 - TOTAL FAMILY INCOME 20
CHART 11 - TOTAL FAMILY INCOME FROM PLANT 21
CHART 12 - TOTAL INDIVIDUAL INCOME FROM PLANT 21
CHART 13 - TOTAL FAMILY INCOME BY GENDER 22
CHART 14 - TOTAL FAMILY INCOME FROM PLANT BY GENDER 23
CHART 15 - TOTAL INDIVIDUAL INCOME FROM PLANT BY GENDER 23
CHART 16 - EXISTING WORK SKILLS 24
CHART 17 - EXISTING WORK SKILLS BY GENDER 25
CHART 18 - FUTURE WORK SKILLS DESIRED 26
CHART 19 - FUTURE WORK SKILLS DESIRED BY GENDER 27
CHART 20 - WILLINGNESS TO RETRAIN OF TOTAL RESPONDENTS BY AGE 28
CHART 21 - WILLINGNESS TO RETRAIN 29
CHART 22 - WILLINGNESS TO RETRAIN OF TOTAL RESPONDENTS BY EDUCATION 30
CHART 23 - RELOCATION MOBILITY 30
CHART 24 - RELOCATION MOBILITY OF TOTAL RESPONDENTS BY AGE 31
CHART 25 - RELOCATION MOBILITY OF TOTAL RESPONDENTS BY EDUCATION . 32

EXECUTIVE SUMMARY

- *The majority of respondents are between the ages of 18 and 45, with the highest concentration between the ages of 26 to 35.*
- *The majority of respondents in both communities have lived within their respective communities an average of 29 years.*
- *As in the rest of Nova Scotia, most respondents (78%) in both communities reside in a single family dwelling and own their home mortgage free.*
- *Lockeport has significantly higher rates of home ownership with 73 percent of plant workers owning their dwelling compared to 59 percent of respondents in Port Mouton.*
- *Almost half of the plant workers have a grade 9 education or less.*
- *Education levels among Port Mouton plant workers are significantly lower than Lockeport.*
- *Fifty-two percent of males have a grade nine education or less compared to 47 percent of females.*
- *Ninety-seven percent stated that wages and salaries were their most important source of income over the past 12 months.*
- *Fifty-two percent of plant workers expect that wages will be their major source of income for the next 12 months.*
- *Twenty-two percent of respondents are presently employed, while the remaining 78 percent are presently unemployed.*
- *The total average family income from all sources, for both communities is $26,210. Lockeport's average income is $27,171, this is higher compared to Port Mouton's at $24,482.*
- *Male workers earn significantly higher incomes.*
- *The greatest proportion of respondents possess only labour skills.*
- *Female workers have a lower level of basic skills; 61 percent of females have only labour skills compared to 42 percent of males.*
- *A significant percentage of respondents (33%) have no idea what type of basic skills they would like to obtain.*
- *The trades category was the highest area of interest for training and employment.*
- *The vast majority (80%) of all respondents expressed interest in retraining.*

- *The vast majority of plant workers requried financial assistance for retraining.*
- *The findings showed that of the total respondents surveyed 28 percent were interested in self-employment.*
- *In Lockeport 51 percent of the males and 55 percent of the females stated that they are not willing to permanently relocate.*
- *As age increases the willingness to permanently relocate decreases.*

Table 1 - Overview of Findings - Lockeport/Port Mouton

	Lockeport Total	Port Mouton Total
Age Average	35 yrs	34 yrs
Marital Status		
- Single	26%	33%
- Married	68%	67%
- Divorced	5%	0%
- Widowed	1%	0%
Education		
- 1 to 6	7%	22%
- 7 to 9	34%	44%
- Completed High School	23%	7%
- Completed Vocational	8%	3%
Employment Status		
- Unemployed	86%	65%
- Employed	14%	35%
Income Source Now		
- Wages/Salary	99%	94%
- UIC	1%	0%
- Pension	0%	2%
- Workers Compensation	0%	4%
Income Source 12 Months		
- Wages/Salary	45%	63%
- UIC	54%	26%
- Pension	0%	4%
- Worker Compensation	1%	4%
Total Family Income Average	$27,171	$24,482
Total Family Income from Plant Average	$16,656	$13,547
Total Individual Income from Plant Average	$14,280	$ 9,993
Willingness to Retrain		
- Yes	84%	83%
- No	11%	15%
Willingness to Relocate		
- Yes	53%	67%
- No	41%	30%
% of People Who Own Home	73%	59%
Receive UIC		
- Yes	61%	54%
- No	39%	46%

Table 2 - Overview of Findings - Female/Male Breakdown - Lockeport/Port Mouton

		LP Male	LP Female	PM Male	PM Female
Age	- < 35 yrs	23%	29%	38%	27%
	- 36 - 45 yrs	17%	37%	16%	32%
	- > 45 yrs	18%	2%	4%	7%
Education					
	- 1 to 6	13%	3%	25%	18%
	- 7 to 9	37%	20%	34%	55%
	- Completed High School	17%	28%	8%	5%
	- Completed Vocational	15%	2%	9%	0%
Employment Status					
	- Unemployed	80%	91%	50%	82%
	- Employed	20%	9%	50%	18%
Income Source Now					
	- Wages/Salary	100%	98%	96%	91%
	- UIC	0%	2%	0%	0%
	- Pension	0%	0%	4%	0%
	- Workers Compensation	0%	0%	0%	9%
Income Source 12 Months					
	- Wages/Salary	29%	61%	71%	55%
	- UIC	68%	39%	25%	27%
	- Pension	0%	0%	4%	5%
	- Workers Compensation	2%	0%	0%	9%
Total Family Income					
	- < $10,000	3%	8%	2%	10%
	- $10,000-$20,000	14%	10%	23%	7%
	- > $20,000	69%	65%	50%	68%
Total Family Income from Plant					
	- < $10,000	7%	10%	11%	16%
	- $10,000-$20,000	26%	27%	28%	12%
	- > $20,000	37%	4%	20%	13%
Total Individual Income from Plant					
	- < $10,000	8%	26%	21%	46%
	- $10,000-$20,000	29%	24%	23%	5%
	- > $20,000	12%	0%	27%	0%
Willingness to Retrain					
	- Yes	81%	88%	88%	77%
	- No	15%	7%	8%	23%
Willingness to Relocate					
	- Yes	51%	55%	54%	82%
	- No	44%	38%	46%	14%
Receiving UIC					
	- Yes	47%	74%	71%	36%
	- No	53%	26%	29%	64%

STUDY TEAM

- Project Director - Floyd W. Dykeman
- Senior Researcher - Ron Corbett
- Researcher - Giles Beland
- Technical Support - Keith Cossey and Karen Estabrooks

INTRODUCTION

Canada has long been seen as an endless supply of resource riches, that would fill the ever draining cup of world demand. Her forests offered the tallest pines, the earth provided the finest wheat and beneath it, a seemingly endless supply of mineral wealth (Innis, 1956). One of the major resources for the Atlantic Region which has been important to the economy for over two hundred years, is the Atlantic Ocean. This resource has created and supports a century old culture that still exists to this day.

The east coast fisheries have long been thought an inexhaustible economic resource for Canada and the Atlantic Region and the establishment of the 200 mile limit in 1977 was seen as strengthening this perspective. Even into the 1980's this resource seemed to be a stable aspect of the overall picture of the Canadian economy as seen in a government report on Labour Market Development published in 1982;

> The 200 mile limit, coupled with strong world demand for fish, will continue to provide opportunities for employment in the fishing industry, if the productivity of the Canadian industry can be increased (Kirby, p. 9).

At the same time the fisheries have been the subject of a number of studies and commissions, particularly at the federal level. One of the first studies to suggest a long term plan of action that would alleviate the problems of the fisheries permanently, instead of pursuing temporary alternatives, was the 1928 Royal Commission on Maritime and Quebec Fisheries (Kirby, 1982). Since that time a number of task forces and commissions have been established to confront the problems within the fisheries.

Within the last several months there has been a great deal of media attention given to the "crisis" in the fisheries in Atlantic Canada, in particular the processing sector. The newspaper articles seem almost redundant, telling of plant closures, and of how the people would not give up their jobs without a fight. But the outcome is most often the same, and the papers fill with depressing stories of families of four or more having to live on transfer payments equal to only half of their usually modest incomes. This type of representation by the media has highlighted the plight of the plant workers

and fisherman, but has not given adequate attention to the problems causing these closures.

The following is an excerpt from the 1982 Task Force on Atlantic Fisheries. It shows that the problems inherent within the fisheries are not new;

> The fishery confronts us with a disturbing paradox. On one doorstep, we have one of the world's great natural fisheries resource bases, one that has expanded dramatically since the extension of fisheries jurisdiction to 200 miles on January 1, 1977. The resource is manageable and it is being capably managed by Canadians.
>
> On another doorstep is the United States, a major and accessible market for fish. Between the resource and the market is a Canadian fishing industry mired in financial crisis, plagued by internal bickering, beset with uncertainty about the future, and divided on how to solve its problems (Kirby, p.9).

The fish processing industry in the Atlantic Region has been in financial crisis since 1979. This fact was made clear in the Task Force report on the Atlantic Fisheries. In a section of the report entitled "The Economic Condition of the Processing Sector", the report summarizes and interprets the findings gathered by Woods Gordon Management Consultants. In this section's conclusion, several key points were noted as causes and possible solutions to the processing sectors plight. We have highlighted a few that have relevance to todays issues.

> Factors responsible for the crisis: Roughly half the decline has been due to reduced operating profit(gross margin); slightly more than 40 percent was attributable to increased interest and depreciation expenses and the remaining 5 to 10 percent to relatively higher selling and administrative expenses.
>
> Adjustment to the crisis: The cost of raw material has adjusted to the flattening of sales revenues. The other principle component of unit costs, plant labour, has not adjusted to the same extent. There does not appear to have been an increase in productivity commensurate with wage rate increases, though the latter have barely kept pace with inflation since 1979. Improving productivity emerges as one of the major challenges to management in processing plants (Kirby, 1982, p.120).

The task force report goes into great detail regarding the processing sector, and the conclusion drawn, were that the financial structure of the industry was far from the proposed targets, but that those targets would be attainable in time (Ibid, p.81-122). From this we can see that there did exist problems witnin the processing sector itself, and that steps were taken to try and rectify them.

There are a number of activities by the government and industry subsequent to the aforementioned task force to rationalize the processing industry (Press Release, 1984). This was not, however, enough to prevent the existing situation of plant closures and layoffs within the industry in Nova Scotia and Newfoundland. While those working in the processing industry are not strangers to hard times, the wave of events taking place in the East Coast Fisheries today, have brought about a new form of adversary, which may very well make past hardships seem almost minuscule in comparison.

The headlines tell of shutdowns and of thousands of people being put out of work. Decreasing quota restrictions, along with dwindling fish stocks and an ever decreasing world demand, have forced companies like National Sea products and Clearwater Foods, to close processing plants all along Nova Scotia and Newfoundland's shores (Cox, Dec., 1989). The closure of these plants represents not only the closure of a community industry, but a way of life as well. Many of the processing plants are located in small rural communities, who along with surrounding communities, depend upon the plants as their single most important provider of employment. The future seems bleak for these communities and for the unemployed individuals living within them, as government transfer payments slowly run out. For most, finding new employment within their community is next to impossible given the existing economic environment and the scarcity of employment opportunities.

The Scotia Fundy Groundfish Task Force was commissioned by the Minister of Fisheries & Oceans in July 1989 in response to the decrease in total allowable catches in the Region, the disruption in the normal function of the inshore plants and the cut in groundfish quota on the Scotian Shelf and the cut in northern cod quotas (Fisheries & Oceans, 1989).

It was recognized by the Task Force that many rural communities and small towns in Nova Scotia and Southwestern New Brunswick depended heavily on the fishery sector for their economic well being and that community stability dependent on a stable fisheries:

> The long-term well-being of communities as adversely affected by large changes in landings from year to year, and by seasonal unemployment of fishermen and plant workers. Stability and prosperity in fishing communities is directly related to stability in the fisheries.
> The groundfish fishery is still a highly season activity. Much of the inshore industry responds not to natural catch rates or markets, but primarily to quota openings and closings. Fishermen want to fish whenever weather permits. Plant workers suffer from irregular employment, and the uneven supply to markets affects the entire industry in the long-term. Where practical, fisheries management policies should seek to allow market forces and prices to interact with natural forces and catch rates in harvesting, processing and marketing to determine seasonal variations.
> Longer-term variability in fish stocks may be caused by natural recruitment fluctuations, overfishing, or both. While recruitment - numbers of young fish entering the population - may be beyond our control, overfishing should not be. Fish stocks should be managed not only to ensure their survival, but also to even out extreme fluctuations in annual catch.

The Task Force, in response to the problems and issues identified through the consultation process made a number of recommendations regarding 7 specific issues areas;

> (1) Conservation, (2) Commercial Catch Monitoring, (3) Enforcement, (4) Science, (5) International, (6) Communications, and (7) Fleet Management.

These recommendations are intended to develop a management approach which minimizes intervention, maximizes returns and ensures equitable distribution to the various fleet, processing sectors and participants (Ibid, p.1).

Port Mouton located in Queens County on the South Shore of Nova Scotia has depended on the fisheries as its main economic driver since settled by the French in the 1700's. The fishing industry is the major employer; in 1988, 390 were directly in the fisheries, 143 employed as fisherman and, 150 persons employed in the processing

sector[1]. Of those employed in the processing sector, the majority were employed in the Clearwater plant with an additional people employed in two smaller processing plants located within the community (Canis Seafood and High Tide). Ninety-five percent of the fish plant workers come from the Port Mouton Area.

The population base of the community has been gradually eroding over the past years. In 1971 the population of the community was 266 and had declined by 24 percent to 202 by 1986. The loss of fishery jobs will in all likelihood lead to a further erosion in the population base.

Lockeport, located on the south shore of Nova Scotia in Shelburne County is, like Port Mouton, heavily dependent on fishing and fish processing. In 1988 the fishery sector provided 389 jobs within the community, 180 in the fish processing sector and 209 employed as fisherman. As a comparison it should be noted that in the 1986 census the total labour force within the town was 385 with the fish plant representing 47 percent of theses jobs. The loss of the 177 at the National seal plant represents a major blow to the economy of the town.

Lockeport has also had a declining population base. In 1971 the population of the town was 1208 and by 1986 this had fallen by 23 percent to 920.

The loss of processing plant jobs will have a major impact on each community given the importance of this sector to Lockeport and Port Mouton. Further it is expected that the population base of both communities will continue to decline.

In order to better understand the impact on the workers, and the labour adjustment process, the Canadian Department of Fisheries commissioned a longitudinal study to assess labour adjustment of the two recent plant closures, one in Lockeport and the other in Port Mouton. The purpose of this study is to examine fishery plant labour future in these two communities to identify strengths, impediments and problems

---

[1] The information from these profiles has been taken from profiles provided for this study by CEIC and Statistics Canada.

relating to labour adjustment. On March 9, 1989, Clearwater Foods announced the closure of its plant located in Port Mouton. It was only a few months later when National Sea Products announced the closure of their Lockeport plant on May 11, 1989 with the official closure taking place on October 1, 1989. Both companies had been carrying huge debts, and because of declining fish stocks and weak markets were forced to make cuts in their operations (Cox, Dec., 1989, and Jones, Oct. 10, 1989).

As previously pointed out, the economic repercussions of these plant closures will be dramatic. Unfortunately, it is the workers and the communities who pay the price. For many, the closures were understandable and were seen as something that had to be done. Others hold bitter feelings towards their former employers, who in the case of National Sea, were asked to give their loyalty and support when the company faced hard times in the late part of 1983 and early on into 1984 (Morrow, 1984). Many feel, that with the recent plant closure little in way of support was returned by the employer.

The major question for those affected remains, "what will these people do now?" The area is one of high unemployment, with a bleak future in sight within the fishing sector.

By undertaking a two part longitudinal study, it is hoped to gather information which may help in addressing some of the problems being faced by the labour force within these small, isolated rural outports. For within these communities exists a lifestyle that is not only distant in miles from similar communities facing shutdowns in other communities in Canada, but distant in their entire socio-economic make-up. In completing this study, it is hoped that problems and barriers to labour adjustment can be identified.

To better place this study in its proper perspective a review of previously written literature regarding labour adjustments has been provided.

LABOUR FORCE ADJUSTMENT LITERATURE REVIEW

What is meant by labour adjustment? In general terms, labour adjustment can be seen as adjusting the skills of a given workforce to meet the changing labour market demands. Adjustments to the labour force are often required when changes in demand and technology and rationalization within a specific sector of the economy occurs. Labour adjustment can take one of two forms, individual adjustments taken on their own without public intervention and adjustment assisted by government intervention where individuals require help. In order to facilitate these changes, labour adjustment policies are developed. Labour adjustment policies are a system of measures which attempt to encourage the re-employment of workers by providing financial assistance for training and mobility, as well as income maintenance for older workers who have exhausted their unemployment insurance and have little prospect of re-employment (Economic Council of Canada, 1988).

In the 1970's labour adjustment measures were adopted to aid and assist all workers to adjust in industries adversely affected by international competition. In the 70's these policies were aimed primarily at the manufacturing sectors (ie. textiles, footwear, and clothing). As Canada moved into the 80's, a need to target specific working groups became apparent. This was achieved by enhancing the Canada wide designations established in the 70's with a more specific target of "workers in designated industries undergoing significant employment loss as a result of important economic adjustments" (Ibid., 1988, p.24).

To this date, the main body of Labour Adjustment literature tends to lean towards the manufacturing sector, with many of the case studies taking place in Ontario. In 1982, the Ontario Ministry of Labour undertook a survey of the labour market experiences of workers whose employment had been lost through 21 plant closures. Although this report dealt with plants in the manufacturing sector located in areas where adequate infra-structure provided greater re-employment opportunities, some parallels could be drawn between results of these closures and those of our study.

When a shutdown of a plant occurs, "major reductions in employment tend to be concentrated disproportionately in special needs groups--older workers, lower skilled workers, women and so on" (Employment and Immigration Canada, 1982, p.195). In the Ontario survey, 55 percent of the female respondents who were in the labour force at the time of the survey were unemployed, this in comparison to only 38 percent of the male respondents (Ontario Ministry of Labour, 1984). These unemployment rates in the Ontario study, are in direct relation to the levels of education of the respondents. Of all respondents surveyed, 36 percent of females and 26 percent of males had only public schooling. Of the unemployed, 54 percent of the females compared with only 34 percent of the males had only public schooling.

When implementing a policy, it must be consistent with its stated objectives. Therefore it is important that the proper questions be asked, both about the adjustment problems and solutions. In the Economic Council of Canada report entitled, Managing Adjustment, a list of question were identified that should be asked, and depending upon the response, help determine the type of adjustment policy suitable for that designation. Is there a problem? If so, of what nature? How can we measure it? What caused it? Is there a need for government intervention? What form should it take? What are the costs and benefits of each available instrument or form of intervention? What criteria should be used to distinguish between various policy alternatives? What benchmarks should be laid down in advance to determine the eventual success or failure of the program under consideration (Economic Council Of Canada, 1988, p.25)?

Our study focuses on identifying the nature of the problem of labour adjustment as it relates to Lockeport and Port Mouton. The other questions dealing with labour adjustment policy and programs need to be further addressed in light of the responses from phases one and two of this study.

In November of 1988, Employment and Immigration Canada, carried out a Labour Adjustment Study of the forestry sector. This study examined how forest sector employees survived the turbulent period from 1978-85. The approach used in the study was to construct a data base of workers whose main income was from forestry industry employment, then track them to 1985. Their findings, based upon employment and

income changes, provided a "detailed picture of labour and the adjustment experience in the various forestry sectors" (Couture and Allen, 1988). This study produced some valuable information about a primary industry sector, that may be compared with our findings, at the completion of Phase Two of our study. These conclusions included; (1) many of the workers were able to find other jobs in the industry, (2) the young workers were the most successful in finding jobs, and (3) those in the 45 and above age group were less able to adjust and to find other employment.

Another study which has some relevance was one undertaken by the Manitoba department of Mines, Resources and Environmental Management, the conclusions of which were published in August, 1971 (England and Peters, 1971). This fishing adjustment study although dealing with an interior regional issue, offers close socio-economic parallels to findings in our study. Unlike the manufacturing sector studies, this one dealt with a primary industry, with its workers living in remote rural communities characterized by "one or more of the following: advanced age, little education, limited geographic mobility, lengthy association with the fishery, limited work skills, etc." (Ibid, p. 117). However, the focus of the study on industry adjustment rather than labour adjustment limits the relevance to this study.

In order that an appropriate adjustment policy be developed for communities, the process must be "one in which the characteristics of people- age, sex, education, skills, location, employment experience, attitudes, and wage aspirations- must be matched with such job features as pay, working conditions, and skill requirements. Clearly, information is the essential lubricant of this mechanism, since responses in any or all of these variables may be needed to enhance the speed and ease with which the adjustment mechanism operates" (Economic Council Of Canada, 1988, p.63).

The literature on labour adjustment does suggest that the primary resource sector poses special problems regarding the labour adjustment process as well as the impact of economic catastrophes such as plant closures;

> Layoffs in the primary sector may have even greater social impact than that suggested by the numbers of workers involved, simply because they take place in small communities. As stated earlier, the significance of

> hardship associated with a particular size of layoff is much greater in a small community than in a large one. For example, a layoff of 60 employees in Sringhill, N.S. could be expected to create considerably greater private costs than a layoff of 400 employees in Toronto (Canada Employment and Immigration, p.195).

The impact on the smaller communities and the problems of labour adjustment are exacerbated in small communities because of their smallness and limited economic potential;

> Accommodation of change is also considerably more difficult in thin non-metropolitan labour markets than in major metropolitan centres. In the big cities, many new jobs open up every day, even for workers with specialized skills, and many new workers enter the labour market. Workers involved in a major layoff or shut down can usually find suitable work fairly quickly. In smaller non-metropolitan areas, however, there are very few job openings at any given time and workers may have to wait a long time before finding re-employment in their community or may have to move to another area. Similarly, employers starting up or expanding in a smaller community may have to draw workers from outside because no qualified workers are available locally. Thus the problems of adjustment are considerably more difficult in smaller communities than in larger ones, and active government policy may often be required to smooth the adjustment process (Canada Employment and Immigration, p. 192).

A number of specific problems have been identified in the literature regarding major reductions in employment within a community these include; (1) specific segments of the community are more affected than others -- older workers, lower skilled workers, females, etc. (2) decreased housing values, (3) loss of pension benefits, and (4) loss of social contacts (Canada Employment and Immigration, 1981, p. 193-195). This suggests that the labour adjustment process is dependant on a number of factors and variables that reach beyond the individual worker and encompasses the entire community.

The actual process of labour adjustment is extremely complex because of the number of factors and interrelationships that need to be taken into account;

> This complex and dynamic process of adjustment involves a host of economic, social and political factors affecting the attitudes and behaviour of workers, employers, and governments whose activities shape the course of wages, employment and the output of the economy. The process is one of constant action and reaction in which the forces of demand and supply, in the tangible

> form of people and jobs, are reconciled in the pursuit of that efficient allocation which promotes employment, productivity and incomes (Economic Council of Canada, 1982, p.63).

Upon completion of this section, the lessons which can be drawn from this are evident. It should be noted, however, that the majority of labour adjustment literature has either an Ontario, manufacturing, or urban bias, this is unfortunate considering the rapidly changing environment in resource industries located in rural and small town Canada. More research into labour adjustment problems in the resource sector is urgently needed, particularly in relation to small rural and urban communities where the economic impact is the greatest and future employment opportunities are limited or non existent.

METHODOLOGY

The universe for this study was all the workers who were employed at the time of the plant closures in Lockeport and Port Mouton. The survey sample was randomly selected, and with the agreement of the Department of Fisheries and Oceans, 100, of 177 individuals in Lockeport and 57 of 101 in Port Mouton were chosen to be surveyed.

The survey involved face to face interviews. This method was chosen as it was felt that the most amount of information could be obtained through a more personal method of data collection. This method also generally provides a high response rate. Fifteen percent of the cases in Lockeport involved telephone interviews necessitated by varying constraints that made face to face interviews impossible.

The survey was carried out in two stages, with the workers in Lockeport being interviewed first. The response rate for both communities was excellent, averaging 82.5 percent with 130 valid responses out of a total of 157 - 84 in Lockeport and 46 in Port Mouton.

A fourteen page questionnaire was developed by the Rural and Small Town Research and Studies Programme to encompass the entire spectrum of information that was sought for this first phase of the study (See Appendix 1). Consultations were held

with those knowledgeable, about the issues and problems regarding plant closures (See Appendix 2). Utilizing this and other information gathered, a draft questionnaire was developed. The survey instrument was then pre-tested with ten respondents to identify potential problems and to fine tune the questionnaire.

In designing the questionnaire, a number of variables were identified as being important to the issue at hand - labour adjustment. These include economic dependency, potential for retraining, developing new opportunities, and mobility.

Computer analysis of the questionnaire was done through the SPSS/PC+ program. The data entry and analysis was performed by R.S.T.R.S.P. staff.

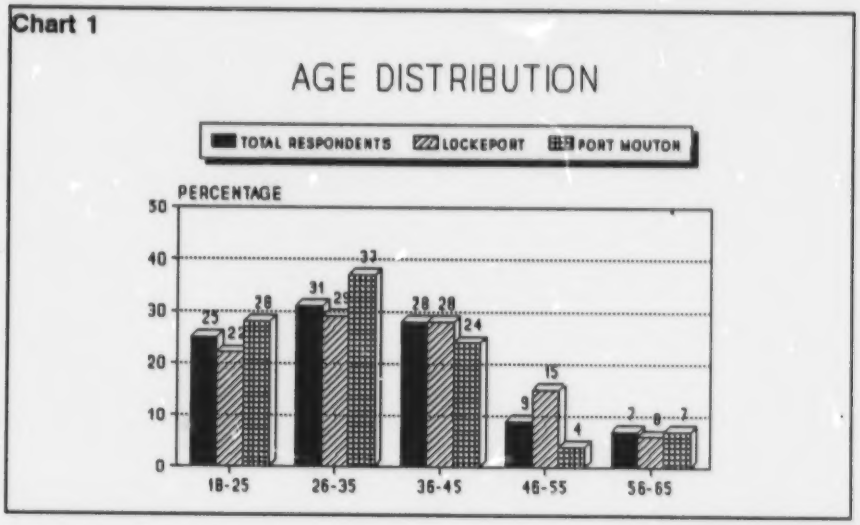
PROFILE OF RESPONDENTS

Gender, Age, and Marital Status:

In terms of gender, 50 percent of the respondents in both communities are male and 50 percent female.

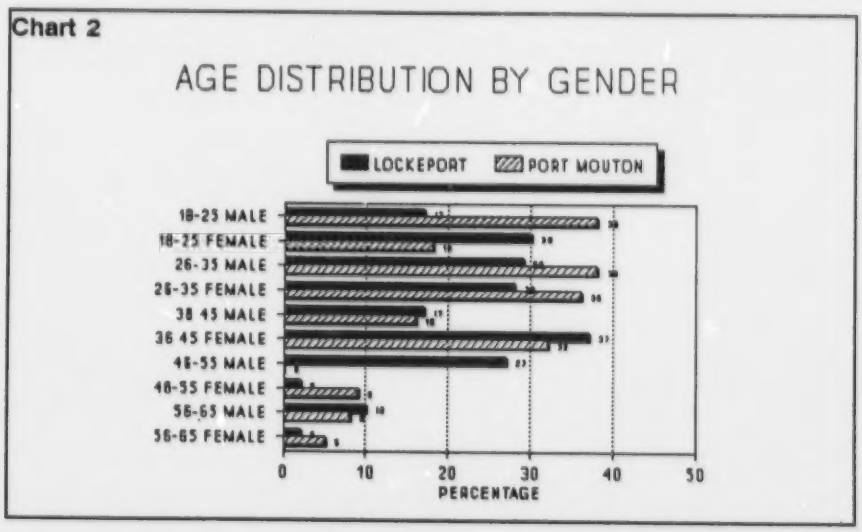
The age of respondents varied from 18 to 64, with an average of 35 years for Lockeport and 33 years for Port Mouton. As illustrated in Chart 1, **the majority of respondents are between the ages of 18 and 45, with the highest concentration between the ages of 26 to 35.** This relatively low age group may be a positive factor when considering retraining and relocation as will be discussed later in the study. In comparison, one interesting note is the higher number of Lockeport workers between the ages of 46 and 55, which could be a negative factor in relation to retraining and relocation.

Chart 1



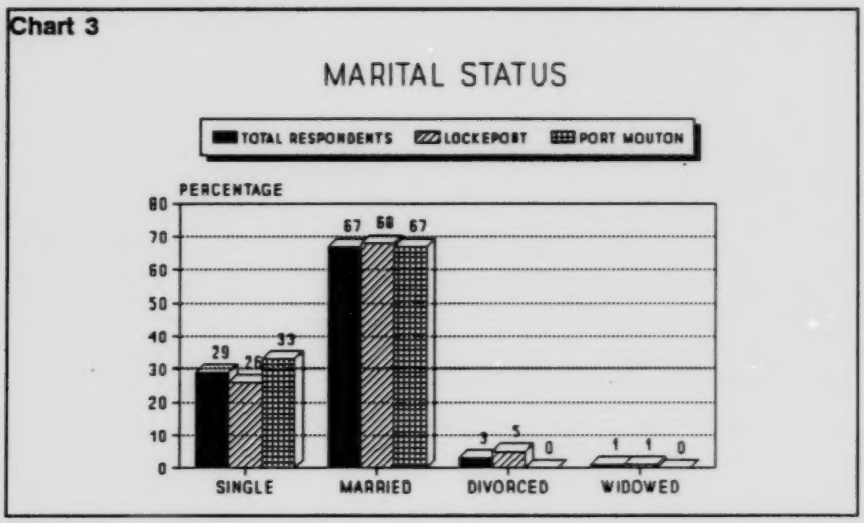
Referring to Chart 2, some interesting comparison between age and gender in the respective communities can be drawn. Between the ages of 18 and 25, the number of male fishplant workers in Port Mouton almost double females. Where in Lockeport almost the inverse takes place with the number of female fishplant workers exceeding the males. In the 46 to 55 range a large percentage of male workers are found in Lockeport, while there was none in Port Mouton. There was a higher incidence of female plant workers in Port Mouton compared to Lockeport.

Chart 2



Both communities shared an average marriage rate of 67 percent. Lockeport workers have a 3 percent rate of divorce and separation, while the remainder of respondents were single (Chart 3). This is in contrast to the rates for marriage and divorce in Nova Scotia, which are as follows; married (48.5%), single (40%), divorced (2.5%) and widowed (5.5%).

Chart 3



Community Residence and Housing Profile:

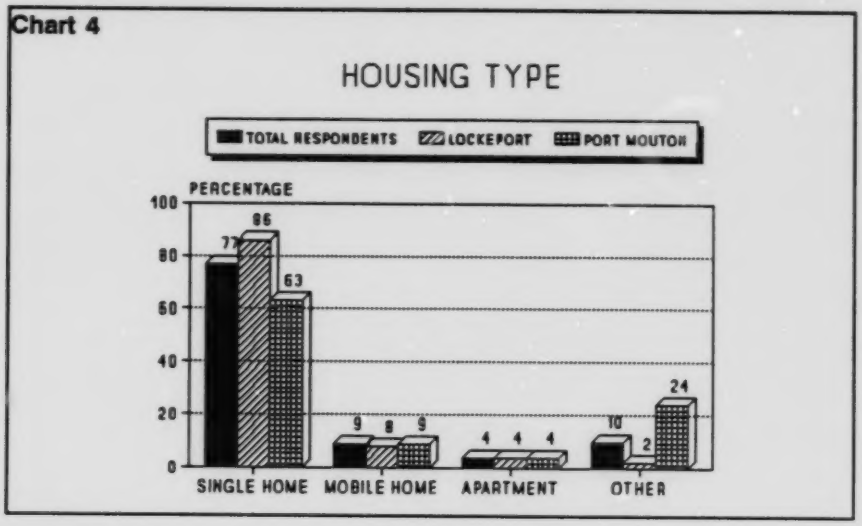
The majority of respondents in both communities have lived within their respective communities an average of 29 years. The average length of time lived in their present homes is 13 years.

Household size in these two communities varies from 1 to 9 members. The average household size of plant workers in Port Mouton is four persons compared to Lockeport with three persons per household.

As in the rest of Nova Scotia, most respondents (78%) in both communities reside in a single family home (Chart 4). The other housing types were mobile homes (8%), apartments (4%), and an "other" category, which is made up of respondents who board at home with parents (10%). In Nova Scotia the composition of housing type is

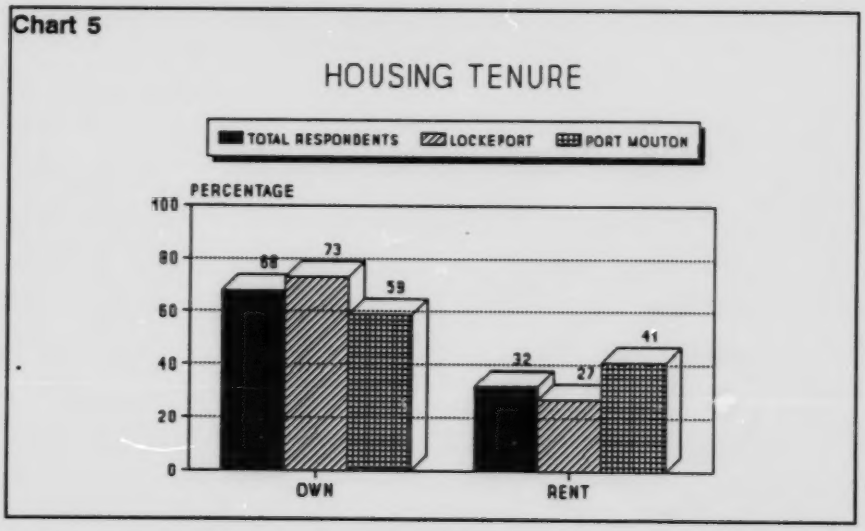
as follows; single family (70.2%), apartment (3.9%), mobile (2.8%), and other (23.1%).

Chart 4



Lockeport has significantly higher rates of home ownership with 73 percent of plant workers owning their dwelling compared to 59 percent of respondents in Port Mouton, (Chart 5). Sixty-five percent of respondents in Port Mouton, and 73 percent in Lockeport owned their homes outright. The remainder have an average mortgage length of 2.5 years.

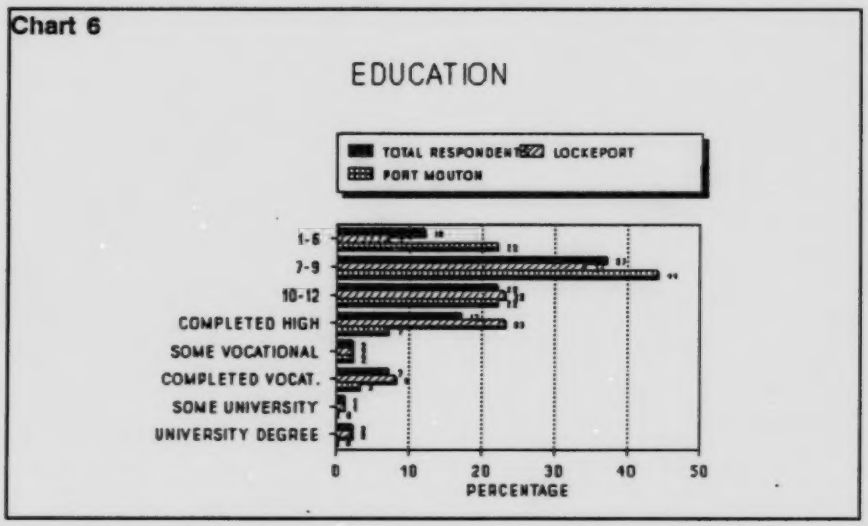
Chart 5



Education:

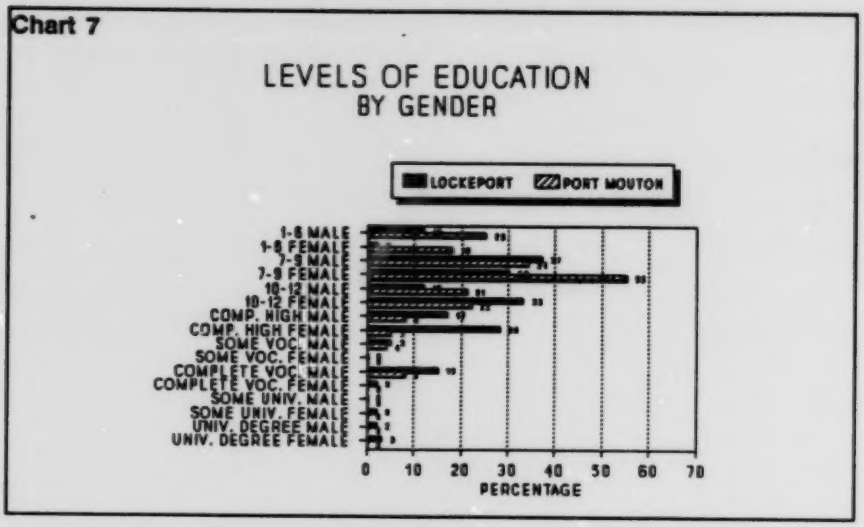
Education is a key factor when considering an adjustment policy. Here too, a noticeable difference between Lockeport and Port Mouton emerges. Education levels are significantly lower amongst fishplant workers as compared to the average found in Nova Scotia, and in terms of this study, **education levels among Port Mouton plant workers are significantly lower than Lockeport,** as is illustrated in Chart 6. In Lockeport, the percentage of respondents with less than grade 7 education is only 7 percent, as compared to 22 percent of respondents in Port Mouton. In the grade category 7 to 9, Port Mouton again has the highest levels with 43 percent compared to 33 percent for Lockeport. About 22 percent of respondents in both communities have an education level between 10 and 12. Only 6 percent of respondents from Port Mouton, graduated from high school compared to 22 percent in Lockeport.

Chart 6



Male respondents generally have lower education levels than females. **Fifty-two percent of males have a grade nine education or less compared to 47 percent of females,** with 20 percent of females completing high school compared to 14 percent of males. On the other hand 12 percent of males completed vocational school compared to only 2 percent of females (Chart 7).

Chart 7



Profile Summary:

In conclusion, an interesting profile can be drawn from these findings. The average respondent working in a fishplant in Lockeport and Port Mouton is 35 years old, has an education level between grades 7 and 9. They are usually married, with a family size between 3 and 4. They have, for the last 13 years resided in a single house dwelling which is free of a mortgage and have lived within their present community for 29 years.

How do these findings relate to labour adjustment?

-Gender of Individuals- our study indicates that an fairly even number of males and females were employed in plant operations, this potentially presents a problem in the mobility of workers, since our findings have shown females to be less willing to relocate compared to males.

-Marital status- 67 percent of respondents were married; females who are married, are less likely to relocate for employment.

-Age- findings show that the majority of workers are between the ages of 18 and 45, this fact is a positive one in that the work force is still at a restrainable age, and more able and willing to relocate.

-Education levels- a high proportion of respondents have less than a grade 9 education, this fact may cause some restrictions on the type of retraining suitable for these workers.

-Housing statistics- 68 percent of respondents own their homes, here the problem of resale, may inhibit relocation. As noted; "Major layoffs can bring about a decline in housing values. The difficulties faced by those enduring losses must be considered. It is not reasonable for those affected to have to accept the losses when the benefits from adjustment are spread over the rest of society" (Canada Employment and Immigration, p. 194).

Length of Residency:

The average worker has spent a considerable amount of time within the community and has developed a social support system which may be a factor in the willingness of an individual to relocate.

INCOME AND EMPLOYMENT PROFILE:

Employment Status and Incomes:

Ninety-seven percent stated that wages and salaries were their most important source of income over the past 12 months (Chart 8). Anticipated sources for the next twelve months indicate that wages and salaries will be less important; 52 percent of respondents indicate that salaries and wages will be important, while U.I. benefits will be the major source of income for 43 percent of respondents (Chart 9). At the time of the surveys, in November 1989, Lockeport workers were either just beginning, or in the process of making a claim for U.I.. While in Port Mouton, workers had either been unable to qualify for U.I. or their benefits had, or were close to running out. Because of this, Port Mouton workers are in need of more immediate aid than those in Lockeport.

Chart 8

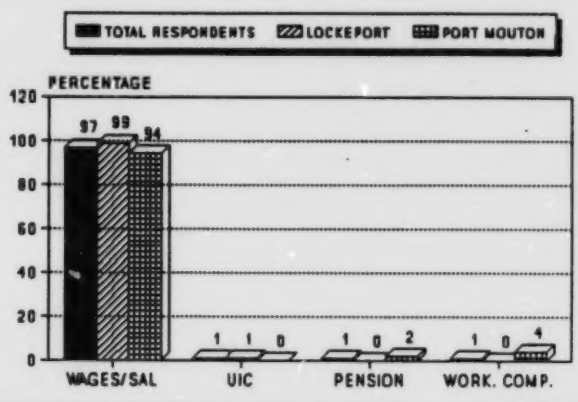
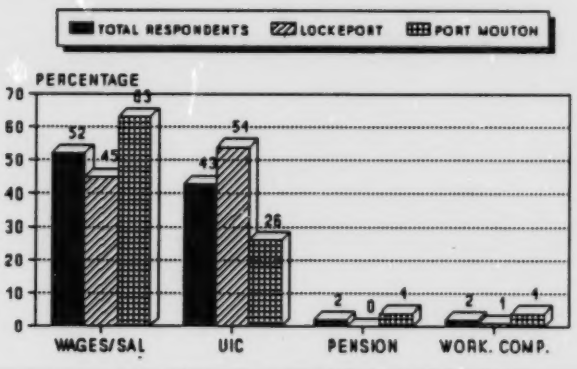


Chart 9



Twenty-two percent of respondents are presently employed, while the remaining 78 percent are presently unemployed; 59 percent of the unemployed respondents are receiving U.I. benefits. A difference between male respondents in both communities can be seen as only 20 percent in Lockeport compared to 50 percent in Port Mouton are presently employed. Employment among female plant workers is lower in Lockeport (9%) compared to Port Mouton (18%) and is also lower compared to males.

The total average family income from all sources, for both communities is $26,210. Lockeport's average of $27,171, is higher then Port Mouton's at $24,482 (Chart 10). Altogether Lockeport's various income levels are consistently higher. The total average family income derived from the plant for Lockeport is $16,656 compared to $13,547 in Port Mouton (Chart 11). In Lockeport 61 percent of total family income was earned from employment at the plant, compared to 55 percent in Port Mouton. These percentages are indicative of the importance that plant earnings had in relation to total family income.

Chart 10

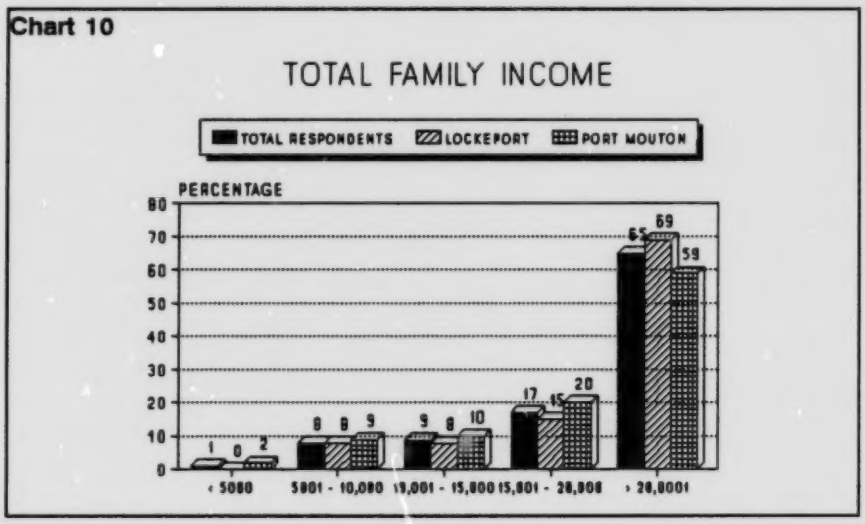
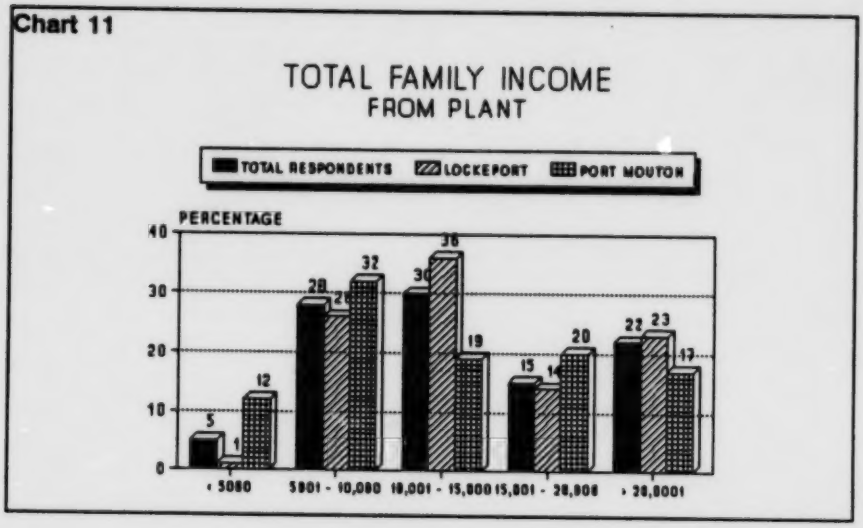
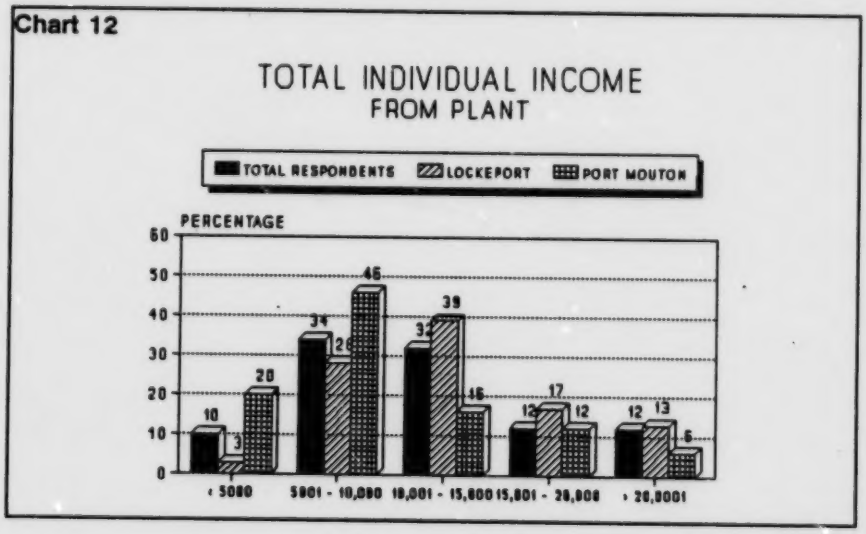


Chart 11



The average total individual income that the respondent received from the plant, was again higher in Lockeport, $14,280 to Port Mouton's $9,993, (Chart 12). This difference of nearly $3,000 can be contributed to the seasonality of plant operations in the two communities. Lockeport's plant remained open year round, while Port Mouton had a seasonal operation.

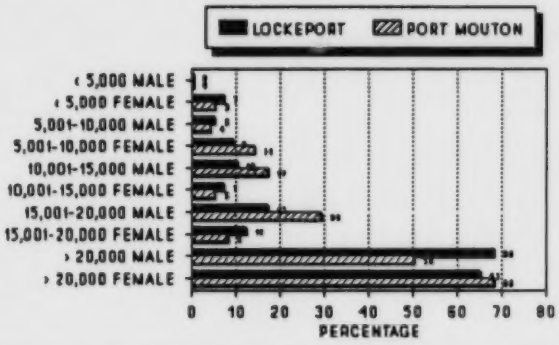
Chart 12



As illustrated in Chart 13, **male workers earn significantly higher incomes.** Total family incomes among females were significantly lower than males; with 54 percent

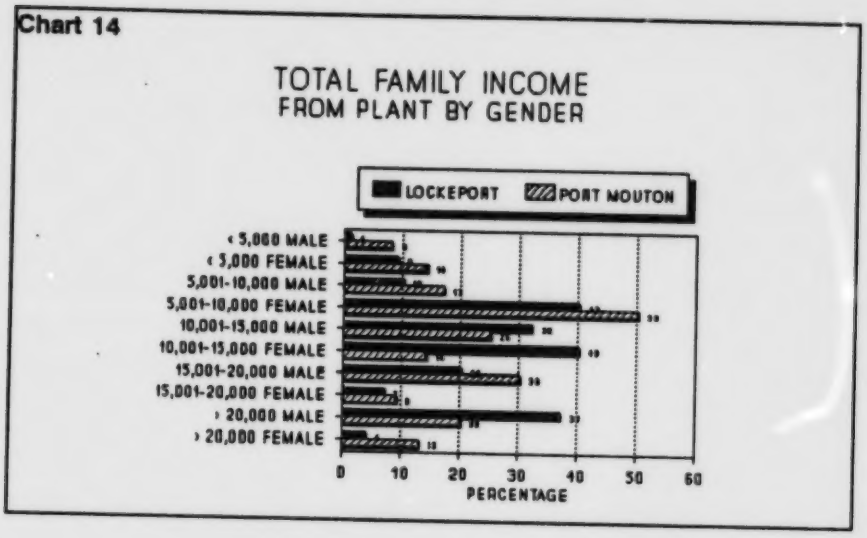
below $10,000, compared to 16 percent of males. Conversely eighty-three percent of males earned incomes greater than $10,000, compared to 47 percent of females. Individual female earnings were also significantly lower than males. Sixty-three percent of females earned less than $10,000, compared to 25 percent of males.

Chart 13



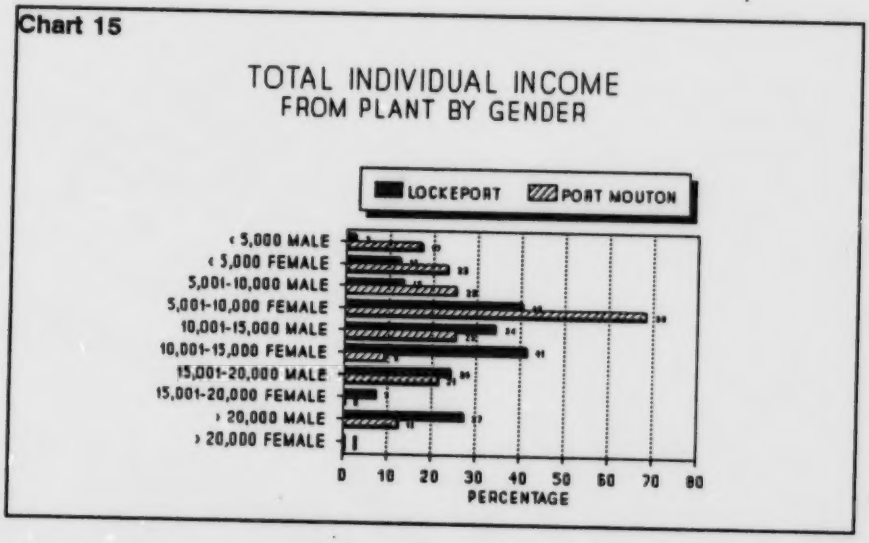
Regarding the individual communities and the total family incomes generated from the plants, the total family incomes of females were lower than males (Chart 14). Forty-nine percent of females in Lockeport and 64 percent in Port Mouton, earned less than $10,000. This compared to 1 2percent of males in Lockeport and 25 percent in Port Mouton.

Chart 14



Again individual incomes generated from the plant are much higher among males than females; (Chart 15) 84 percent of males in Lockeport and 59 percent in Port Mouton earned over $10,000. This is compared to 48 percent of females in Lockeport and 9 percent in Port Mouton who earned over $10,000.

Chart 15



From this information it can be ascertained that females contribution to the total family income is very important given the low family incomes of the female respondents.

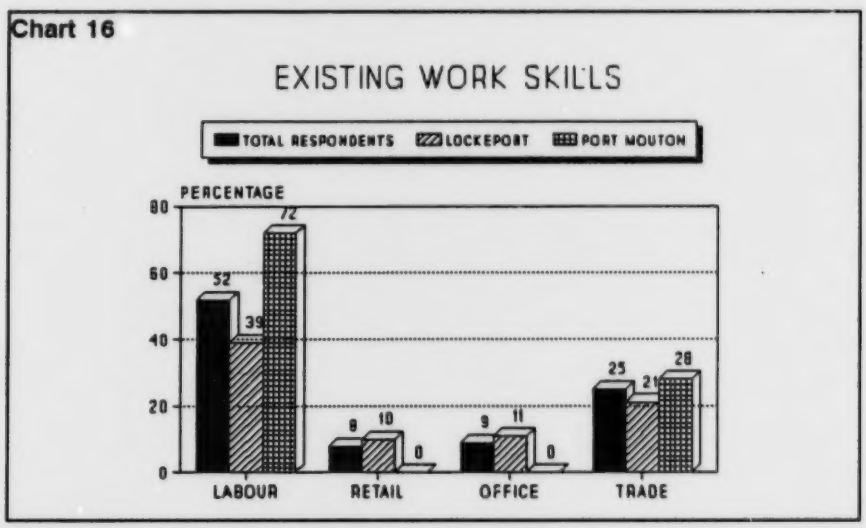
Work Skills:

For ease of analysis, the various types of existing work skills, have been categorized as follows; labour, trade, office, retail[2].

As illustrated in Chart 16, **the greatest proportion of respondents possess only labour skills.** This is due to the labour intensive work associated with fishplant operations, as well as the fact that for most, the fishplant has been their only employment.

The majority of female (61%) have only labour skills (Chart 16). This compares to 42 percent of males. This is due to the fact that women in these areas traditionally work in labour related occupations. In the case of the fishplants, women primarily work on the lines, cutting or packing fish. Trade skills are significantly higher among males - 45 percent compared to the 5 percent of female plant workers.

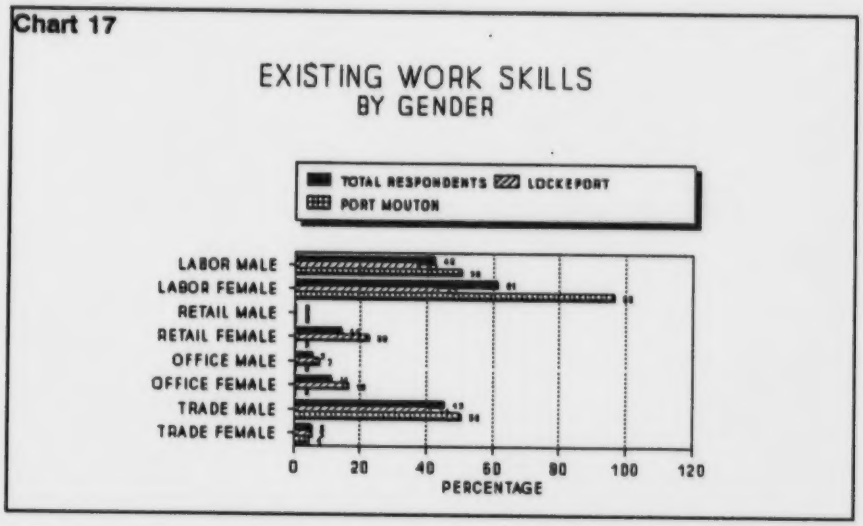
Chart 16



[2] For the purpose of this study the general work skills include the following; trades (carpentry, truck driver, marine maintenance, welder, auto body, engineer, cook, plumber, iron worker), labour (fishplant, fishing, forklift, homecare, childcare, wood cutter, labourer), retail (retail merchant, photo, waitress), office (secretarial, bus. admin., university degree, mechanical drafting, telephone oper., bi-ling. comm.)

Examining the responses illustrates that existing work skills are much more diverse in Lockeport than in Port Mouton (Chart 17). Unlike Port Mouton, Lockeport's workers possess skills other than labour or trades; 7 percent of males and 16 percent of females have office skills with 22 percent of females having retail skills.

Chart 17



Profile Summary:

In conclusion, the resulting information tells us that these two communities have an average family income of $26,210. Average family incomes generated from working at the plants were $13,821, or about 50 percent of the total family incomes. The average individual income generated from Plant employment was $12,727. On average, female respondents earned incomes significantly lower than that of males. As far as existing work skills, women dominated the labour, office and retail sections, while men clearly had higher participation rates in the trade section. The most important income sources varied from wages and salaries prior to the survey while transfer payments or income assistance were viewed as an important income source over the next twelve months.

How do these findings relate to labour adjustment? Because of the large number of people who will have U.I. benefits as their major source of income over the

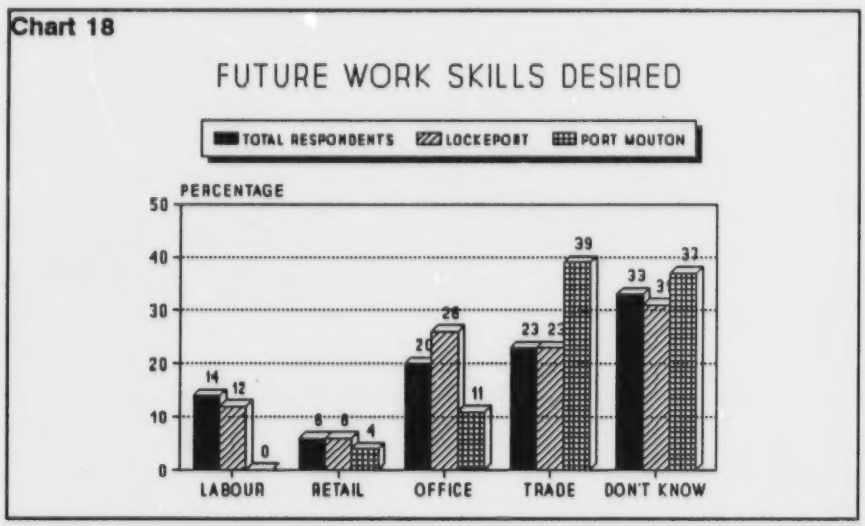
next twelve months, the urgency of assistance to these communities is evident. The most important findings in this last section, is the low level of existing work skills. This indicates that for many of thee respondents the ability to find alternative employment is very low.

ADJUSTMENT PROFILE

Future Work Skills Desired:

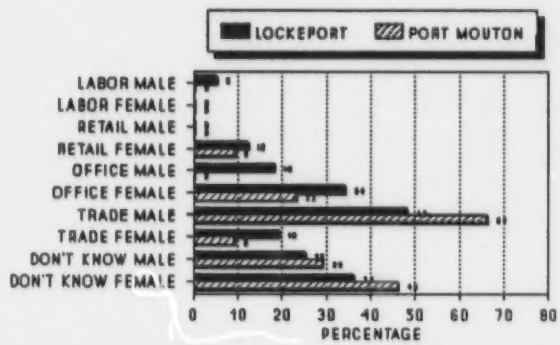
A significant percentage of respondents (33%) have no idea what type of basic skills they would like to obtain (Chart 18). Of those who chose an area of interest, the trades category(ie.carpentry, plumbing, engineering, etc.) have the highest interest with 23 percent. The retail category had the lowest interest with 6 percent.

Chart 18



Males regard training and employment in the trade sector the most desired, (48 percent of male workers in Lockeport and 68 percent in Port Mouton)(Chart 19). Nineteen percent of women in Lockeport and 9 percent Port Mouton are interested in training and employment in the trade.

Chart 19



In the category of office employment, female preference to train for these types of occupations is evident; with 33 percent of female workers in Lockeport and 23 percent in Port Mouton expressing interest. Only 17 percent of Lockeport's males show interest in office employment, and 0 percent in Port Mouton. Another category for training and employment that was preferred entirely by women was retail; 12 percent in Lockeport and 9 percent in Port Mouton.

The labour sector had a limited amount of interest, more likely due to the fact that faith in labour industries had been all but eliminated. The vast majority of respondents were not interested in obtaining labour skills. Of all the respondents only 5 percent of male workers in Lockeport expressed interest in pursuing careers in labour related industries, such as road construction, fishplant, wood cutting, etc.

Self-Employment:

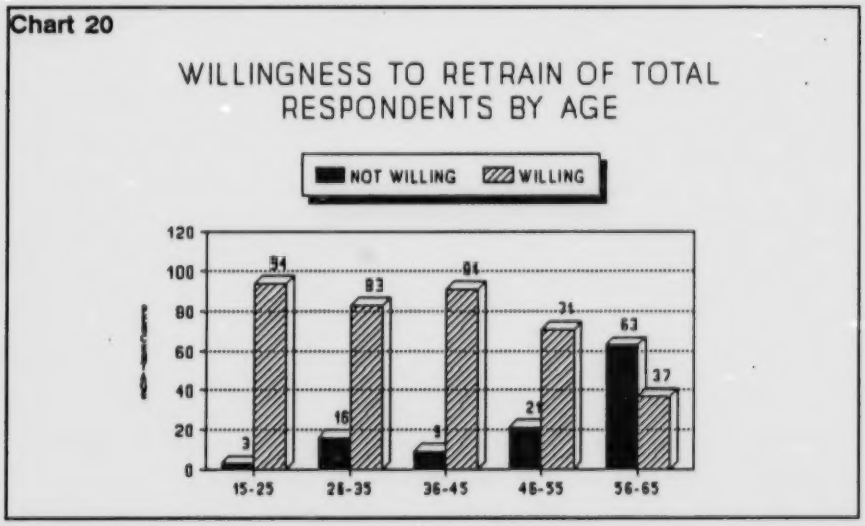
The findings showed that of the total respondents surveyed 28 percent were interested in self-employment. Interest was significantly higher among males; 32 percent compared with 15 percent of females. Carpentry was the most favoured type of self-employment at 25 percent, followed by fishing at 15 percent. As the age of the respondent increased, so did the consideration for self-employment. For example, in the

age group 15 to 25, 15 percent were interested in self-employment, 26 to 35 age group (23%), and 36 to 45 age group (39%). The highest interest in self employment was in the 45 to 55 age group (42%).

Retraining:

The vast majority (80%) of all respondents expressed interest in retraining. As illustrated in Chart 20, there is an inverse relationship between age and willingness to retrain. As age increased the willingness to retrain decreased. Ninety percent between the ages of 15 and 45 expressed the highest interest in retraining. Between the ages of 46 and 55, only 71 percent stated they were interested. The percentage drops further to 36 percent in the 56 to 65 age group. For this age group, an alternative to retraining would be special unemployment benefits until the respondent can qualify for pension benefits.

Chart 20

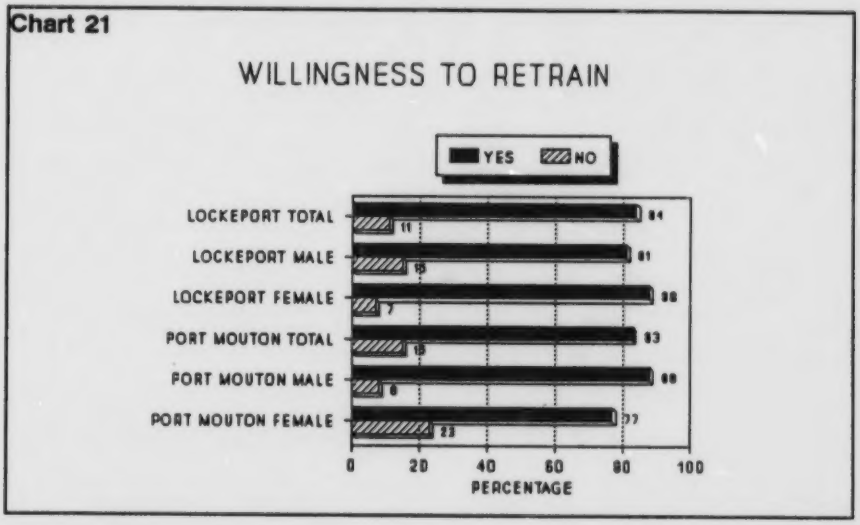


Over 95 percent of respondents in both communities expressed interest in receiving financial assistance before they could undertake any retraining programs.

There seems to be no relationship between gender and the respondents willingness to retrain (Chart 21). However, there does seem to be relationship between gender and respondents willingness to travel for retraining. Males and females in both

communities were willing to travel 250 km or more for retraining. A significantly higher proportion of male workers in Lockeport (71%) and Port Mouton (77%), would relocate 250 km or more for retraining, compared to 38 percent of females in Lockeport and 52 percent in Port Mouton. The converse of this can be seen in the willingness to travel no more than 150 km. Here females double the males by 18 percent to 9 percent. In Port Mouton, 86 percent of males to only 58 percent of females expressed willingness to relocate for retraining. Similarly, 88 percent of males to 61 percent of females in Lockeport responded in the same manner.

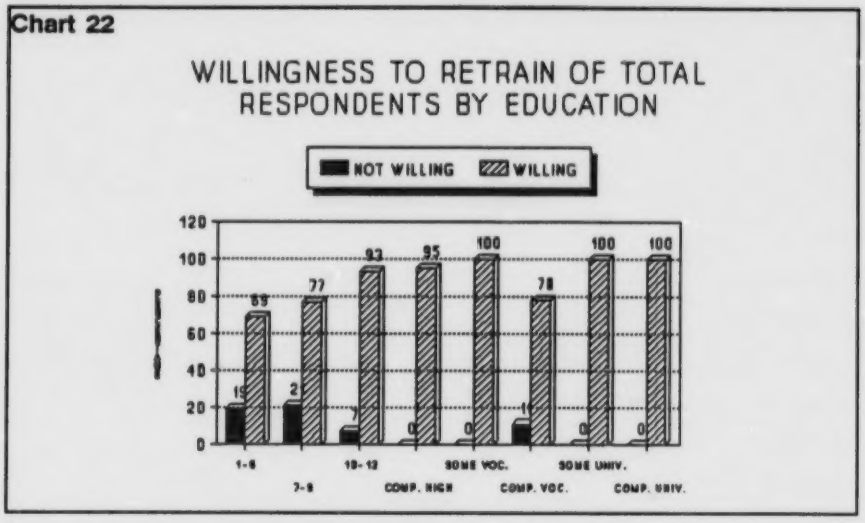
Chart 21



The length of the training program does not appear to be a barrier for respondents, as 56 percent of all respondents stated they would attend training for as long as it took.

Findings also indicate a direct relationship between education and the respondents willingness to retrain (Chart 22). Of respondents with grade levels between 1 and 6, 67 percent are willing to retrain, and 54 percent were willing to relocate for retraining. Of respondents who had completed high school, 95 percent are willing to retrain, and 86 percent are willing to relocate for retraining.

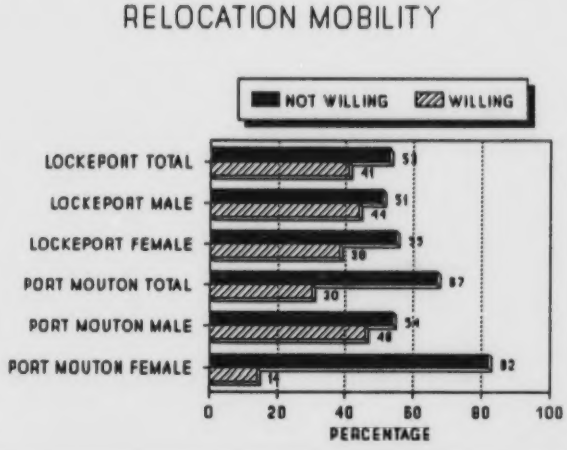
Chart 22



Mobility:

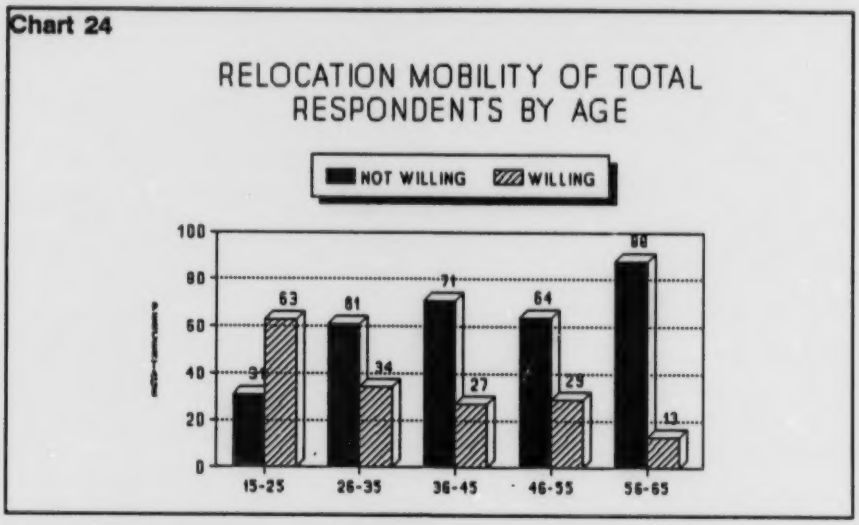
In Lockeport 51 percent of the males and 55 percent of the females stated that they are not willing to permanently relocate. The response from males in Port Mouton was similar at 54 percent, but the female response of 82 percent was much higher (Chart 23). This fact can be explained by the seasonality of the plant operation in Port Mouton, and that many of the female employees are supplementing the household income with their earnings from the plant.

Chart 23



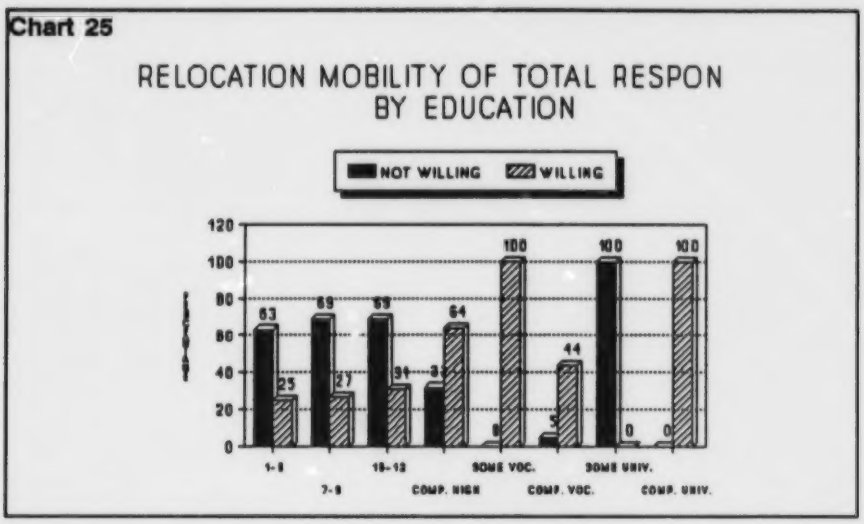
Willingness to permanently relocate can be related to the age of the respondents (Chart 24). Between the ages of 18 and 25, 64 percent stated that they would permanently relocate. As the age groups increase, the willingness to relocate decreases; in the 26 to 55 category, 39 percent were willing to relocate, this number drops to 13 percent in the 56 to 65 age group.

Chart 24



Another factor which appears to affect the willingness to relocate is the education level. As illustrated by our findings (Chart 25), the data indicates that the lower the levels of education the less willing people are to relocate. Of those with education levels between grades 1 to 6, only 25 percent were willing to relocate permanently. In comparison with those who had completed high school, of which 63 percent were willing to relocate permanently.

Chart 25



Family size also appears to affect the willingness of individuals to relocate. The findings show that as family size increases, the willingness to relocate decreases. Of single individuals, 67 percent were willing to relocate permanently. While individuals with family sizes greater than four, only 27 percent would relocate permanently.

Both these two communities have high rates of home ownership, and of these homeowners, over 70 percent have no mortgage. Of this 70 percent, 60 percent of homeowners in Port Mouton and 50 percent in Lockeport, stated that they would not relocate. Of the remainder of householders with mortgages on their homes, 75 percent in Port Mouton and 73 percent in Lockeport, stated that they too would not permanently relocate.

Of those who would consider relocating permanently, the majority from both communities expressed interest in remaining within Nova Scotia. In Lockeport, 35 percent of males and 47 percent of females willing to relocate wished to remain in Nova Scotia, this number increased dramatically in Port Mouton, where 90 percent of males and 50 percent of females wished to remain in the province.

Profile Summary:

A significant number of respondents have aspirations for acquiring future work skills but remain undecided as to what skills areas they would be interested in. Of those decided, the trade related occupations are the most desired, with training in carpentry, mechanics, hair dressing etc. Over 80 percent of all respondents were interested in some form of retraining. The older workers are however, less willing to retrain.

Regarding mobility, there seems to be a relationship between gender and the respondents willingness to relocate. In both communities, females were less willing than males to relocate. Age is also related to mobility, shown by the fact that as respondents ages increase their willingness to relocate decreases. Education levels also affect the respondents willingness to relocate, as grade levels increase, up until a vocation certificate has been achieved, so does the willingness of the respondent to relocate. Those who own their homes but have no mortgage, are more willing to relocate than home owners with a mortgage.

CONCLUSION

The responses from the Lockeport-Port Mouton data identify a number of factors that relate to the process of labour adjustment that may need to be addressed by relevant adjustment policy and programmes.

First, the responses identify a number of positive factors that may help in the adjustment process:

- The majority of respondents are willing to retrain if the retraining programs are provided.
- A significant proportion of workers are interested in self-employment.
- The majority of male workers tend to be younger and more likely to be able to locate if no other employment options exist within the community.

The responses identified a number of problem areas which may limit or severely retard the adjustment process:

- Female workers which make up a significant part of the plant workforce are less likely to be able to travel longer distances for retraining or to be able to permanently relocate because of family reasons. At the same time the female income appears to be very important to the total family income.
- Workers over 45 are also less likely to be willing to retrain or relocate.
- Workers with large families are less likely to be willing or able to relocate.
- Homeowners with mortgages are less willing to relocate.
- The high level of apparent functional illiteracy (grade 9 or less) may limit the retraining options available to the plant workers.
- Those with low education are also less willing to retrain or relocate.

In summary the data suggest that a certain segment of the plant workers will have a particularly difficult time in adjusting to the loss of jobs including those with low education levels, females, older workers, larger families, and those with mortgages on their homes.

The findings clearly indicate that the issues go beyond labour adjustment of individuals and includes the community affected by the plant closures. For example, how will the closures affect real estate prices and the ability of plant workers to recover the market value of their house if they are forced to relocate? What happens to the older workers who cannot retrain or relocate? How will labour adjustment affect the economic viability of the community as a whole? What new opportunities exist for the business and employment development within the community?

This points to the need for a labour adjustment approach that attempts to deal with the individual and community problems in a holistic manner. A community based and holistic approach would seem to be the most logical and efficient method to deal with the issues created by plant closures in these small rural communities.

BIBLIOGRAPHY:

Cohen, Couture Associates, Montreal and Don R. Allen, Ottawa, November, 1988, **Forestry Sector Labour Adjustment Study**, Employment and Immigration Canada, Industry, Science and Technology Canada, Labour Canada, Ministry of State(Forestry), Ottawa.

Doyle, Michael, December 2, 1989, "Lean Christmas", **The Chronicle Herald**, (Halifax).

Economic Council of Canada, 1982, **In Short Supply: Job Skills in the 1980's**, Minister of Supply and Services Canada, Ottawa.

Economic Council of Canada, 1988, **Managing Adjustment: Policies for Trade Sensitive Industries**, Ottawa, Minister of Supply and Services Canada, Ottawa.

Economic Council of Canada, 1988, **Adjustment Policies for Trade Sensitive Industries**, Minister of Supply and Services Canada, Ottawa.

Employment and Immigration Canada, July 1982, **Labour Market Development in the 1980's**, Minister of Supply and Services Canada, Ottawa.

Employment and Immigration Canada, February 1987, **Canada's Single-Industry Communities: A Proud Determination to Survive**, Minister of Supply and Services Canada, Ottawa.

England, R.E. et al. August, 1971, **Fisheries Adjustment Study: Final Report**, Manitoba Department of Mines, Resources and Environmental Management, Winnipeg, Manitoba.

Fisheries and Oceans, March 31, 1988, **Annual Report**, Minister of Supply and Services Canada, Ottawa.

Fisheries and Oceans, December, 1989, **Report of the Scotia-Fundy Groundfish Task Force**, Minister of Supply and Services Canada, Ottawa.

Innis, Harold A., 1956, **Canadian Economic History**, Edited by Mary Q. Innis, Toronto, Canada, University of Toronto Press.

Jones, Deborah, October 10, 1989, "Southwestern Nova Scotians out in cold as National Sea fish plant shuts for good", **The Globe and Mail**, (Toronto).

Kirby, Michael J., December, 1982, Task Force on the Atlantic Fisheries, **Navigating Troubled Waters: A New Policy for the Atlantic Fisheries**, Minister of Supply and Services Canada, Ottawa.

Pace, Leonard, May/June 1989, "More Medicine Yet to be Swallowed to Cure Fishery", **Atlantic Business**, p. 26-28.

National Sea Products Limited, February 6, 1984, **"Press Release"**, Restructing of National Sea Products Announced, Halifax.

National Sea Products Limited, February 14, 1984, **"Employee Bulletin"**, Halifax.

Ontario Ministry of Labour, May, 1984, **Labour Market Experiences of Workers in Plant Closures: A Survey of 21 Cases**, Ottawa.

APPENDIX 1

QUESTIONNAIRE AND COVERING LETTER

LABOUR ADJUSTMENT SURVEY

February 7, 1990

Introduction

I am employed by the Rural and Small Town Research and Studies Programme at Mount Allison University. We would like you to take part in a survey regarding the recent closures of fish processing plants in Lockeport and Port Mouton.

The purpose of this survey is to create a social & economic picture of the fish plant workers and their households as they are affected by the closure of the National Sea/C.W.Macleod Fisheries Ltd. in the two towns. It is hoped that this survey will help us to understand how the closure has affected you and your family.

We plan to return in the late spring of 1990 to do a follow up survey in order to complete our survey.

We will use the results of the survey to make recommendations to the Government & the industry on how they can better address the issues and problems that plant closures create for workers and their families.

The individual responses to this questionnaire will be completely confidential. None of the questionnaires will have any names on them and no one outside the research team will have access to the questionnaires. Once the data has been compiled and analyzed the questionnaires will be destroyed.

Your cooperation will be greatly appreciated.

Thank you

Giles Beland

Part 1

i) URBAN/RURAL

1. What is the name of your community?_____
2. How long have you lived there? _____ years.
3. What type of housing do you live in?

   a) Single house

   b) Mobile home

   c) Duplex

   d) Apartment

   e) Other_____
4. Do you own or rent your present home?____
5. If you own, how many years(if at all) do you have left on your mortgage.____ years.
6. How long have you lived in your present home?_____.
7. What is your marital status?

   a) single___

   b) married___

   c) divorced/separated____

   d) widowed____
8. Number of family members living at home?____.
9. How many of these family members have paying jobs?____.

10. Regarding (Q.9) are these jobs:

a i) Permanent____a)Full time___b)Part time___

ii) Temporary____a)Full time___b)Part time___

b i) Permanent____a)Full time___b)Part time___

ii) Temporary____a)Full time___b)Part time___

c i) Permanent____a)Full time___b)Part time___

ii) Temporary____a)Full time___b)Part time___

d i) Permanent____a)Full time___b)Part time___

ii) Temporary____a)Full time___b)Part time___

11. How many of these family members living at home were employed at the fish plant upon its closure?____.

12. How many jobs have you held in the past five years?____.

13. List these jobs from most recent on.

a) i) Type of employment_____

ii) Length of employment_____

iii) Seasonal___ Permanent___

iv) Location_____.

b)

i) Type of employment_____

ii) Length of employment_____

iii) Seasonal___ Permanent___

iv) Location_____.

c)

i) Type of employment_____

ii) Length of employment_____

iii) Seasonal___ Permanent___

iv) Location_____.

d)

i) Type of employment_____.

ii) Length of employment_____

iii) Seasonal___ Permanent___

iv) Location_____.

e)

i) Type of employment_____

ii) Length of employment_____

iii) Seasonal___ Permanent___

iv) Location_____

14. Are you presently employed?

Yes___

No___.

15. a) If No, are you receiving U.I.C. benefits?

Yes___

No___.

b) Any other benefits, specify_____.

16. If yes (regarding question 14),

i) Temporary___a)Full time___b)Part time___

ii) Permanent___a)Full time___b)Part time___

17. a) List in order, the three most important sources of income for your household over the past twelve months.

i) Wages or salary
ii) Self-employed income
iii) Unemployment insurance
iv) Social assistance
v) Pension
vi) Investment income
vii) Workers compensation
viii) Farming
ix) Woodlot
x) Union Benefit
xi) Other_____.

a) Most Important___
b) 2nd Most Important___
c) 3rd Most Important___

b) List in order, the three most important sources of income for your household over the next twelve months.

i) Wages or salary
ii) Self-employed income
iii) Unemployment insurance
iv) Social assistance
v) Pension
vi) Investment income
vii) Workers compensation
viii) Farming
ix) Woodlot
x) Union Benefit
xi) Other_____.

a) Most Important___
b) 2nd Most Important___
c) 3rd Most Important___

18. a) What is the total income from all members of your family still living at home, before taxes, over the last 12 months.$_____

b) What is the total income from the fish plant for all members of your family still living at home, before taxes, over the last 12 months.$_____.

c) What is your total income from the fish plant, before taxes, over the last 12 months$_____.

Part 2

19. Given the fishplant's permanent closure, what type of work can you see yourself doing in the future?

    a) Type_____

    b) Duration(Permanent/Temporary)_____

    c) Location_____

20. Would you consider taking a job that initially paid a lower salary than your position at the plant?

    Yes___

    No___

    Don't Know____.

21. If No, check reason.

    a) More benefits.

    b) No work suitable for yourself.

    c) Interested in retraining.

    d) Other_____

22. a) Have you considered self-employment as an option?

    Yes____

    No____

    b) If Yes, what type of self-employment are you considering?_____.

c) Do you see self-employment as

i) full-time ____

ii) part-time ____ occupation?

23. What work skills do you HAVE for creating or seeking employment? _____.

24. What additional work skills would you like to develop given the opportunity._____.

25. If you do not possess these skills, would you be willing to take a suitable training course?

Yes___

No___

Don't Know___.

26. Would you require financial assistance to undergo this training?

Yes___

No___

Don't Know___.

27. Would you be willing to relocate temporarily for this training?

Yes___

No___ (go to 30)

Don't Know___.

28. If yes, approximately how long would you be willing to be away from your community to obtain this training?

a) 1 Month

b) 2 Months

c) 3 Months

d) Longer than 3 Months

e) N/A

29. How far would you be willing to relocate away from this community, for this training?

a) 0-50 Km___
50-100 Km___
100-150 Km___
150-200 Km___
200-250 Km___
250 + Km___
N/A___

b) Within this county ___
Within N.S. ___
Within the Maritimes ___
Within East. Canada ___
Within West. Canada ___
Other _____
N/A___

30.a) If not willing to relocate, why not?

i) Family circumstances___

ii) Financial constraints___

iii) Other relatives ___

iv) Community opportunities___

v) Quality of life___

vi) N/A___.

30.b) Would you be willing to relocate permanently for employment.

i) Yes___

ii) No___

iii) N/A___.

31. How far are you and/or your family willing to relocate away from this community, for permanent employment?

a) 0-50 Km___		b) Within this county	___
50-100 Km___		Within N.S.	___
100-150 Km___		Within Maritimes	___
150-200 Km___		Within East. Canada	___
200-250 Km___		Within West. Canada	___
250-+ Km___		Other _____	
N/A___		N/A___	

32. Assuming the plant will never reopen, what would you like to see done in your community to aid you and others in your situation?

a) retraining provisions

b) private business opportunities

c) alternate uses of the plant facilities

d) relocation assistance

e) help identify business opportunities

e) other_____.

Part 3

33. What is the highest level of education you have completed?

a) some grade school

b) some high school

c) completed high school(or equivalency)

d) some vocational training

e) completed vocational training

f) some university

g) university degree

h) other_____.

34. Are you involved in any training or education programs at the present time?

Yes___

No___

If Yes, describe_____.

35. What is your age?____yrs.

Part 4

36. What do think the role or responsibility of the following groups should have been in relation to the fish plants closure?

a) Local Government:

b) Provincial Government:

c) Federal Government:

d) Union:

e) Workers:

f) Employer:

37. Did you as an employee of the plant know that this closure was coming?

Yes___

No___

If Yes, how and when did you find out?

38. What do you think could/would have been done to avoid the plant closures, if the various groups involved had known this was going to happen ahead of time?

APPENDIX 2

LIST OF CONTACTS

LIST OF CONTACTS

-**Barb Acker**, Employment and Immigration Canada, Shelburne, Nova Scotia.

-**Glynn Bartlett**, Department of Fisheries and Oceans Canada, Ottawa, Ontario.

-**Jim Brown**, Employment and Immigration Canada, Bridgewater, Nova Scotia.

-**Leo Brander**, Department of Fisheries and Oceans Canada, Halifax, Nova Scotia.

-**Cecil Burke**, Employment and Immigration Canada, Yarmouth, Nova Scotia.

-**Cindy Cotter**, President, Union Local, Canadian Auto Workers, Lockeport, Nova Scotia.

-**Raelene Currie**, Adjustment Services, Employment and Immigration Canada, Fredericton, New Brunswick.

-**Ken Donnelly**, Employment and Immigration Canada, Ottawa, Ontario.

-**Bryson Guptill**, Department of Fisheries and Oceans, Ottawa, Ontario.

-**Tina Hache**, Employment and Immigration Canada, Dartmouth, Nova Scotia.

-**John Kipper**, United Food and Commercial Workers Union, Lunenburg, Nova Scotia.

-**Steven McDonald**, Institute of Public Affairs, Dalhousie University, Halifax, Nova Scotia.

-**Paul McNiel**, Employment and Immigration Canada, Dartmouth, Nova Scotia.

APPENDIX 3

CHARTS

CHART 1

AGE DISTRIBUTION

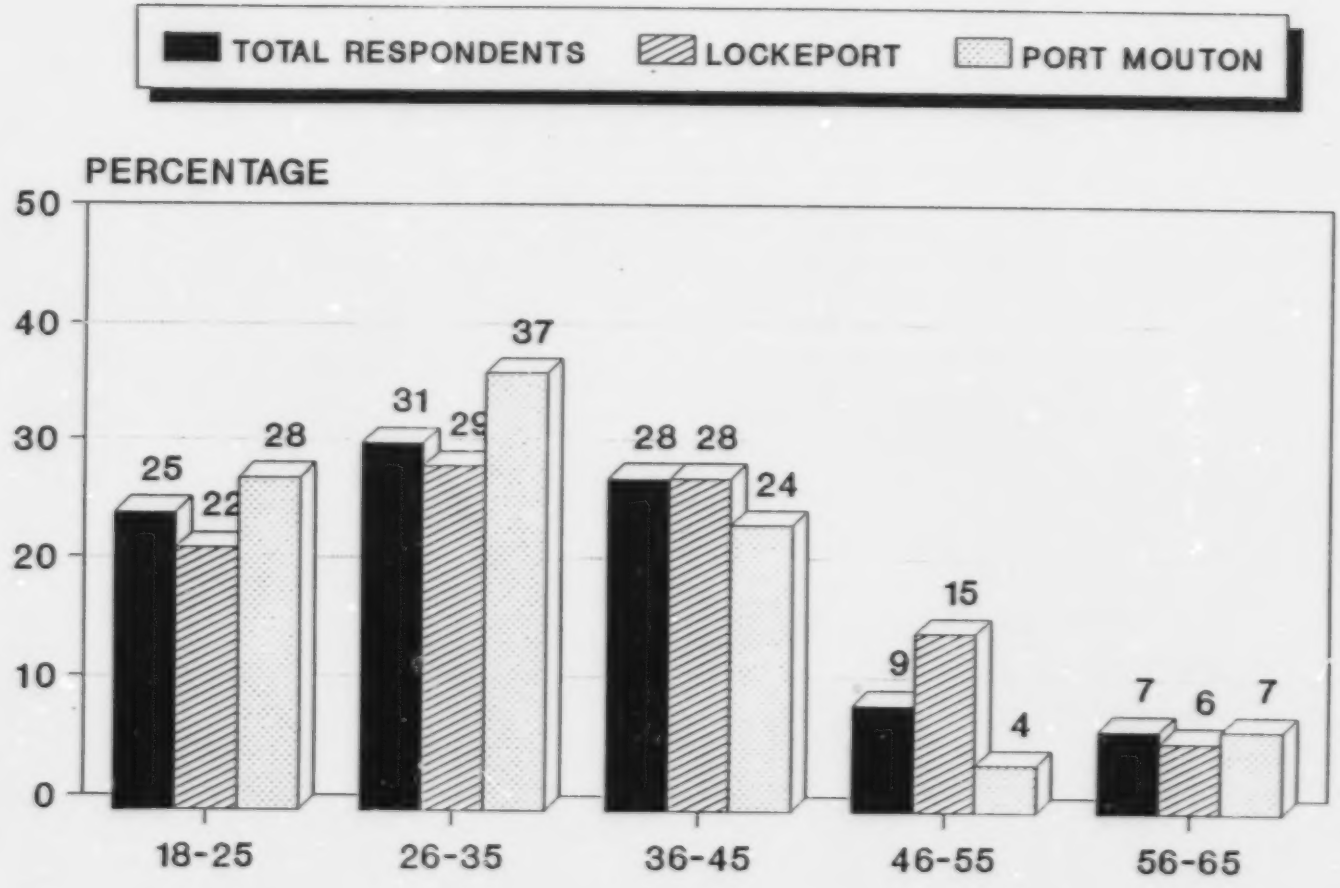


CHART 2

AGE DISTRIBUTION BY GENDER

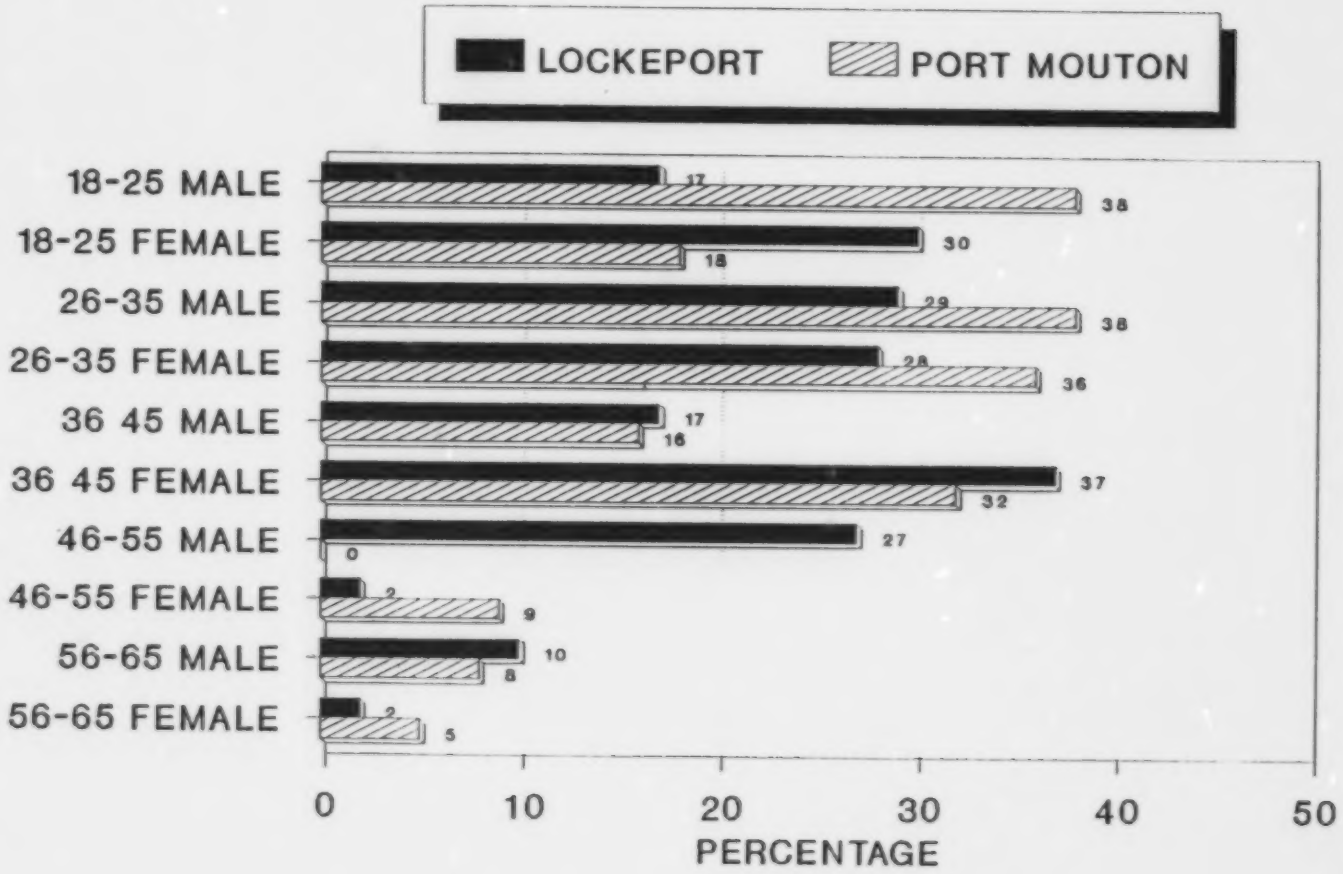


CHART 3

MARITAL STATUS

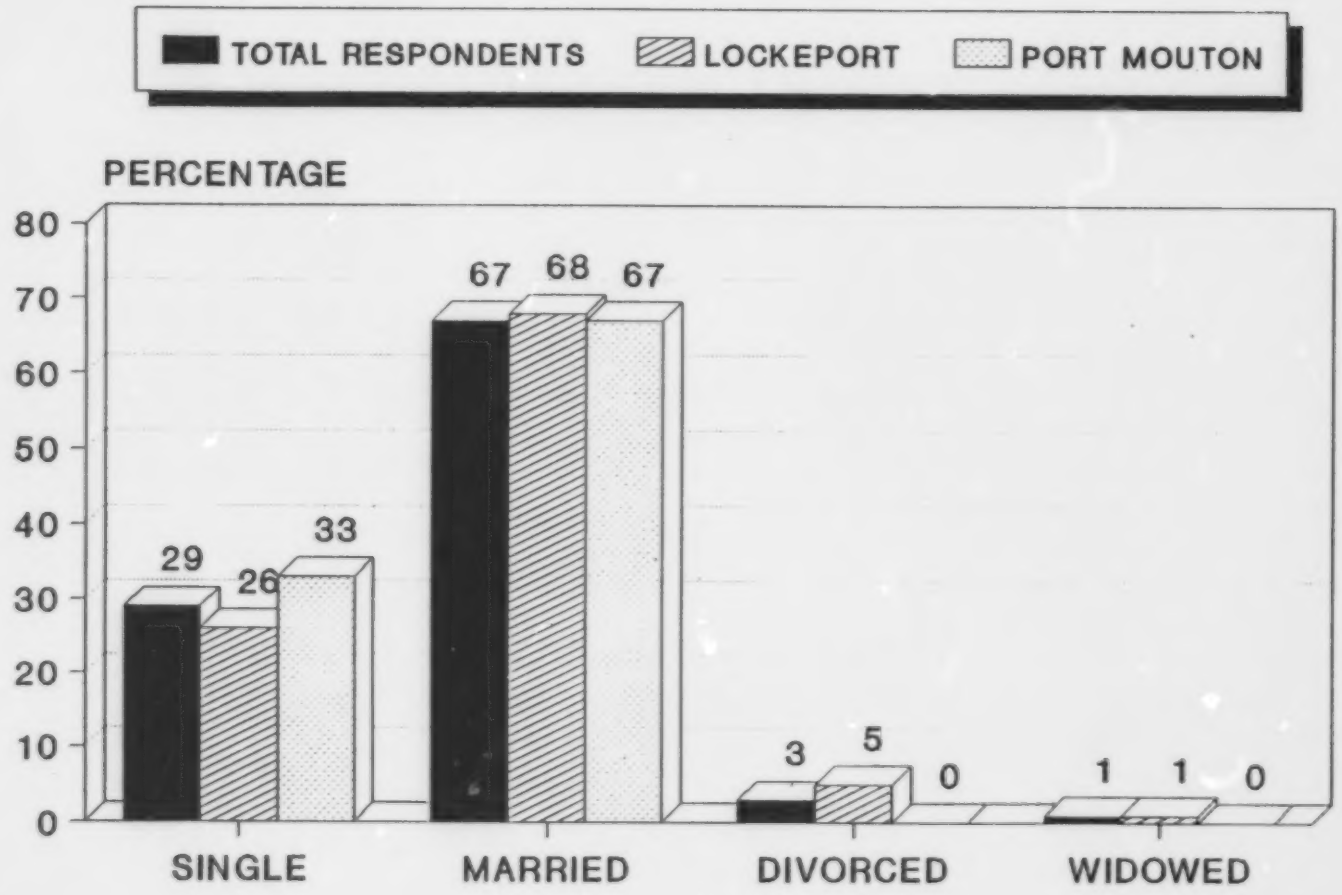


CHART 4

HOUSING TYPE

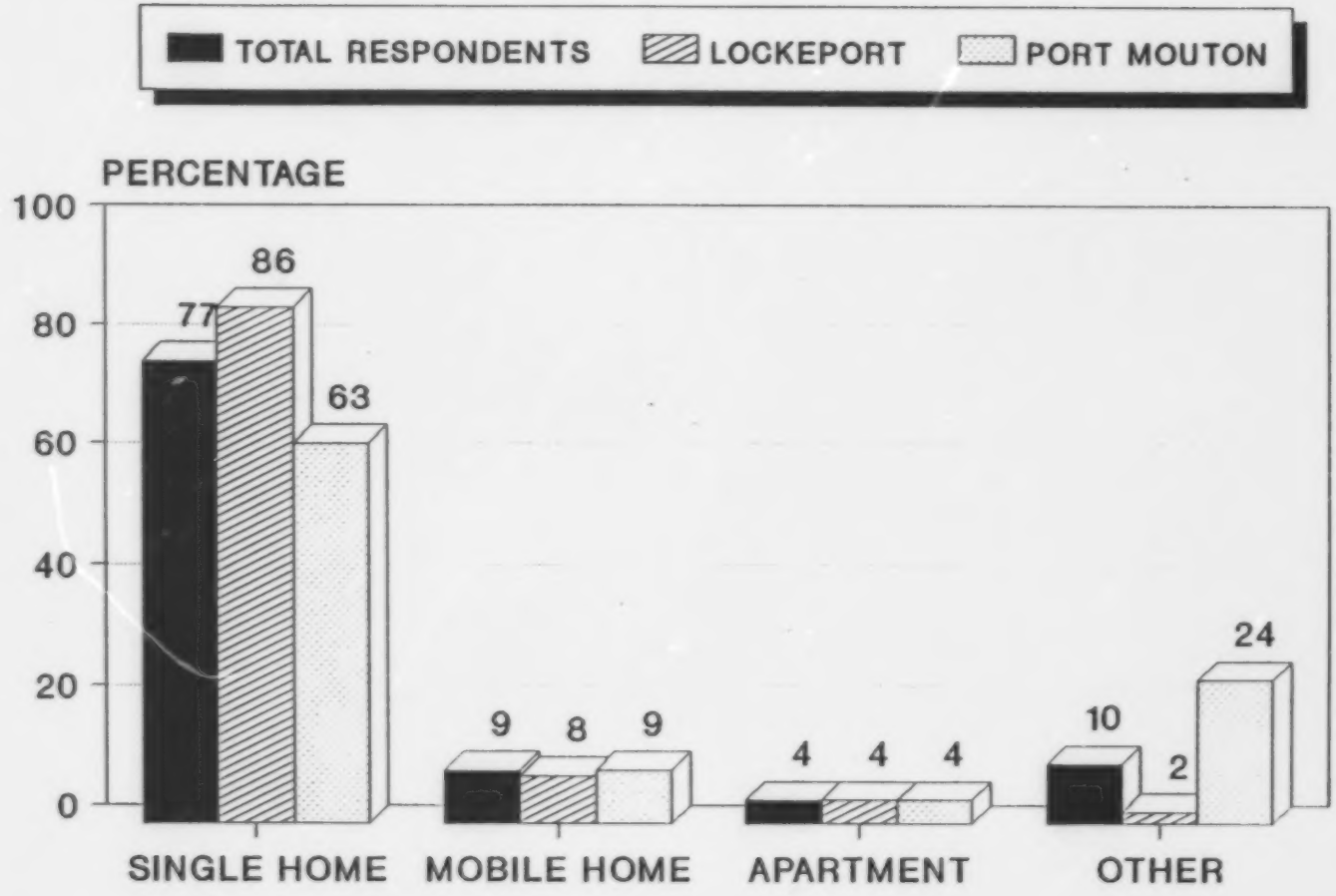


CHART 5

HOUSING TENURE

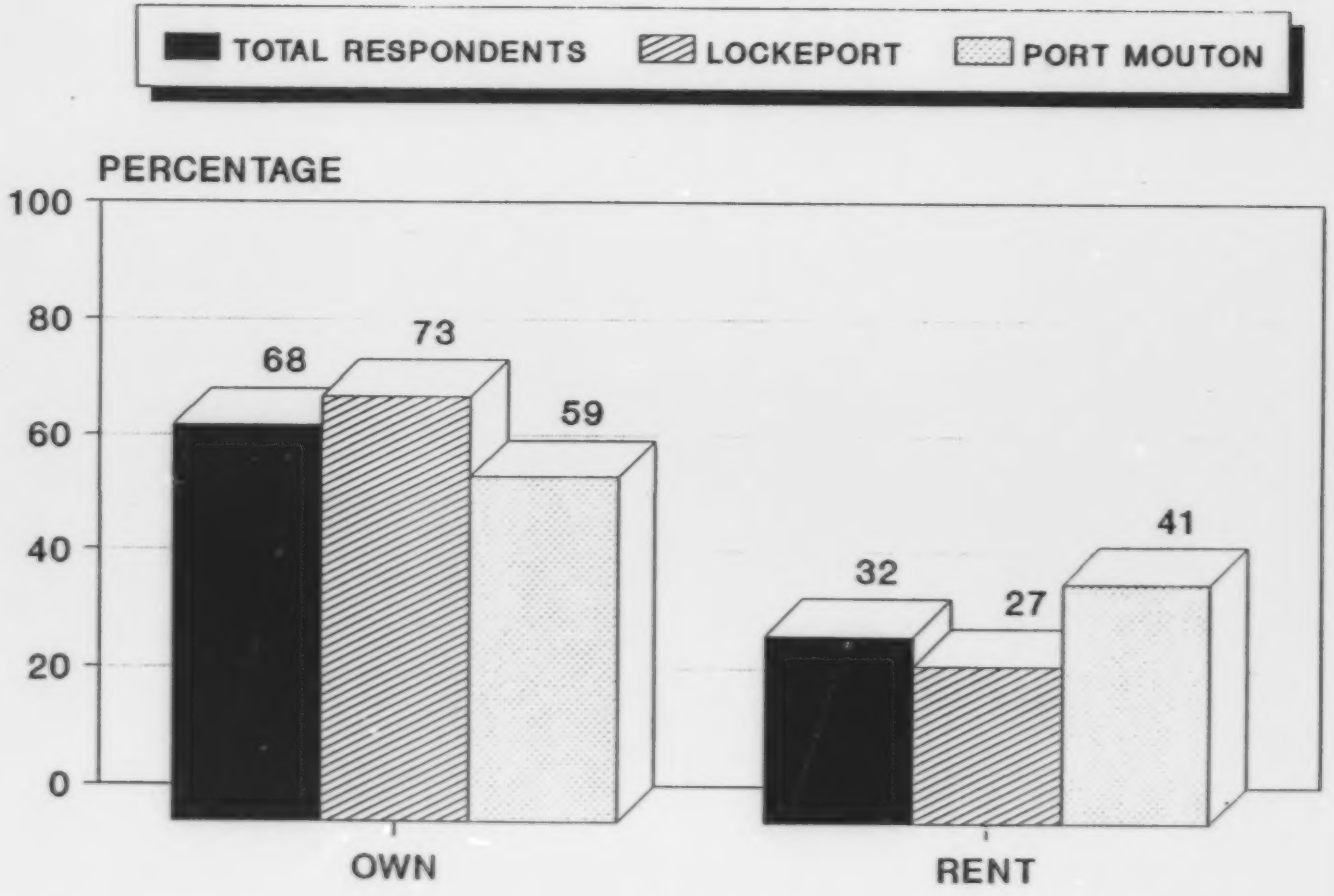


CHART 6

EDUCATION

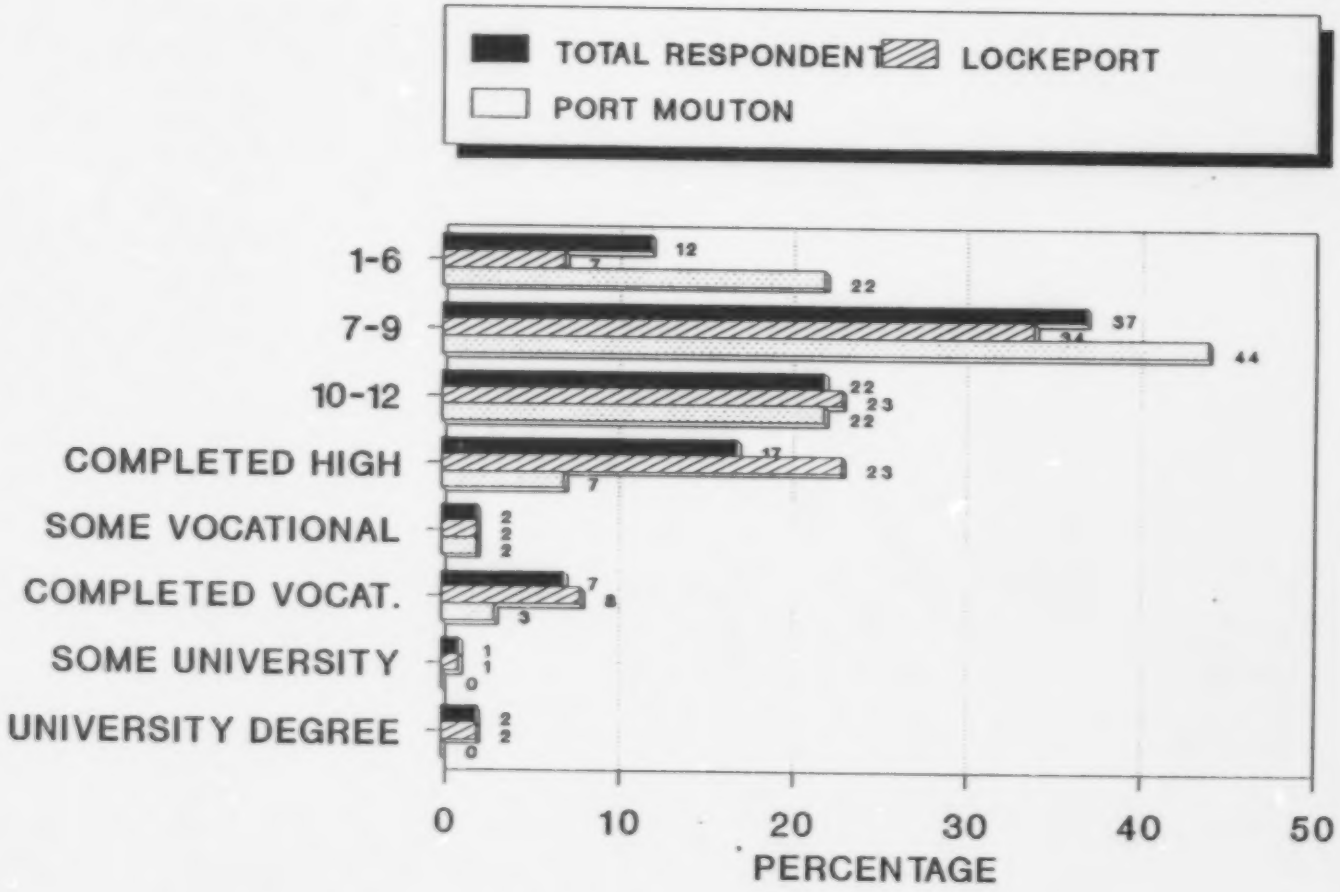


CHART 7

LEVELS OF EDUCATION
BY GENDER

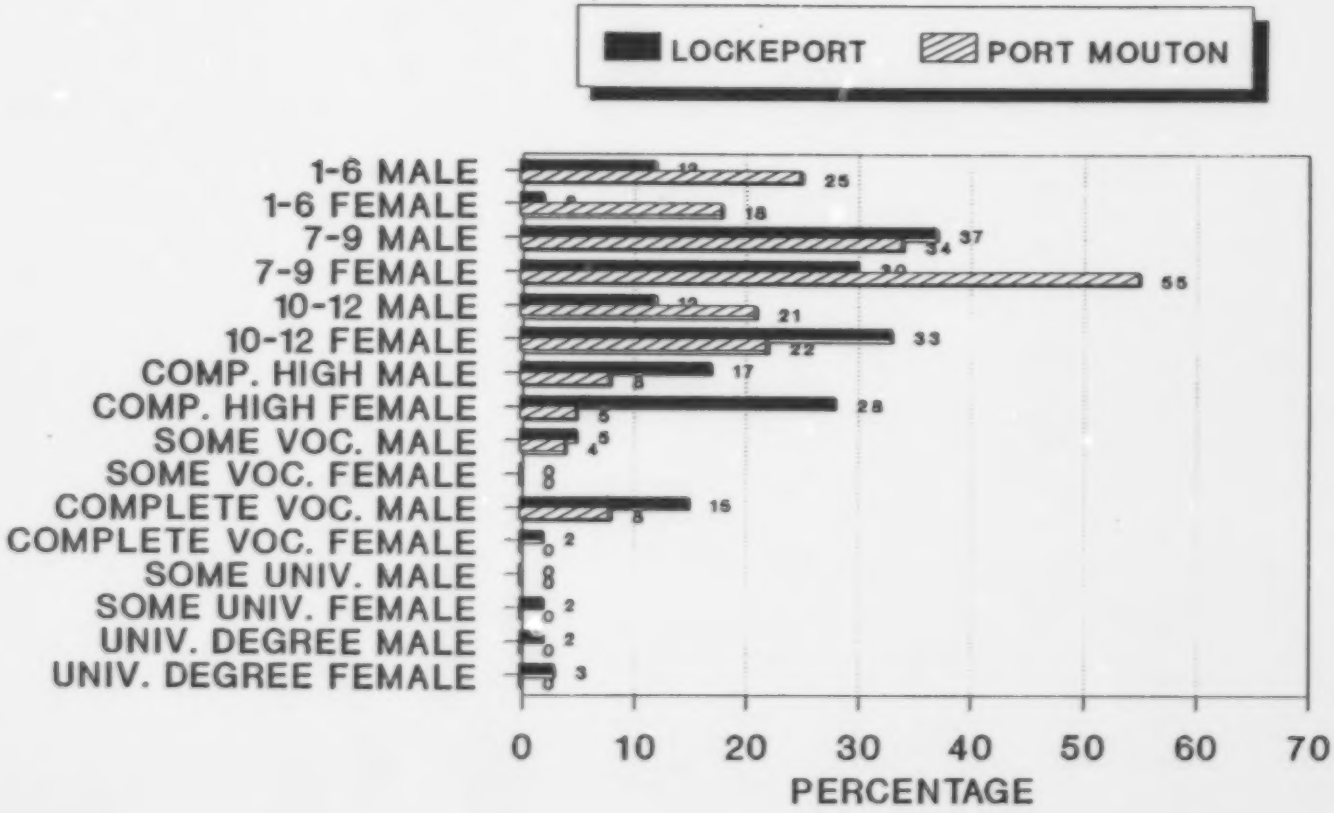


CHART 8

MAJOR INCOME SOURCES

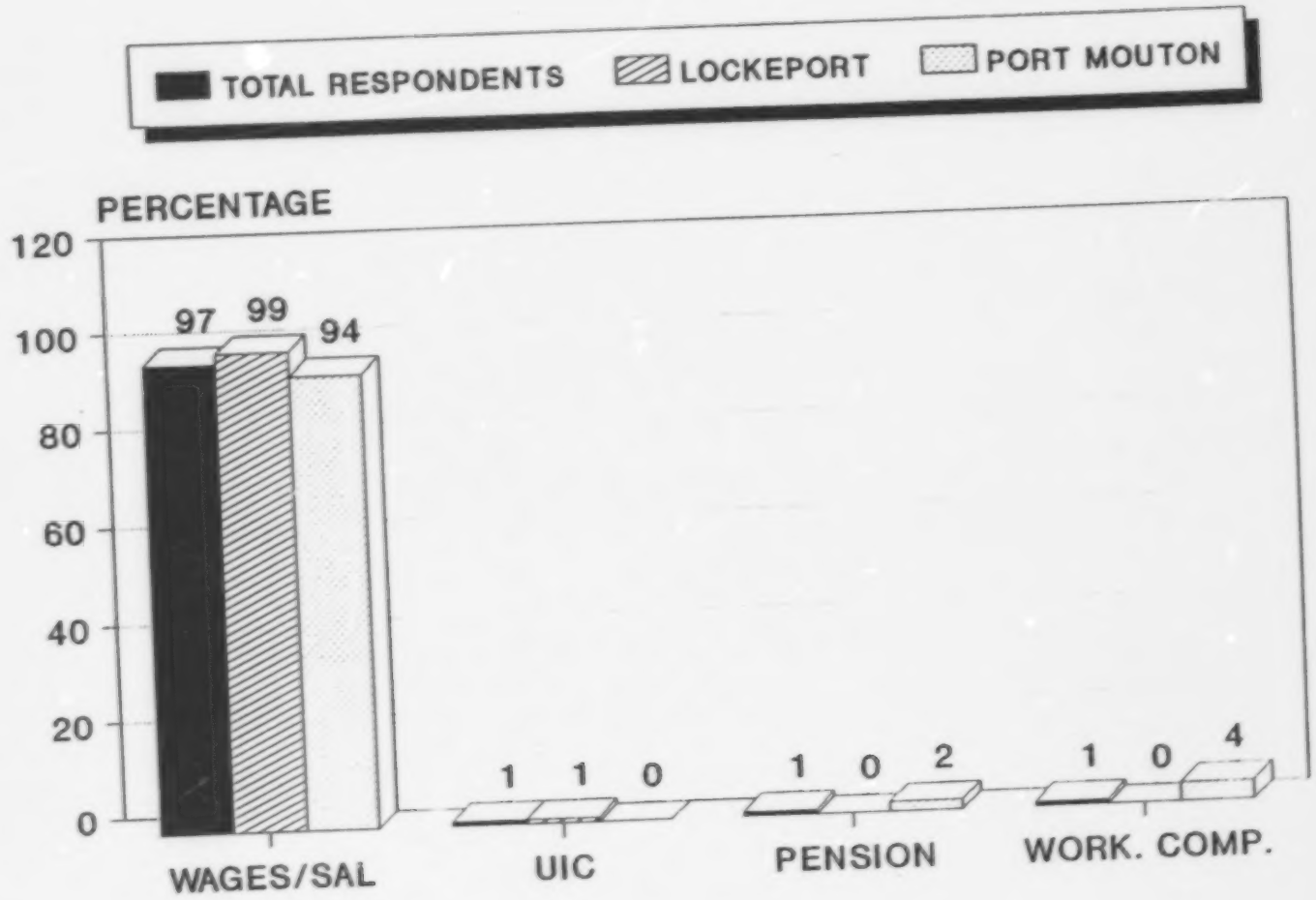


CHART 9

MAJOR INCOME SOURCES
NEXT 12 MONTHS

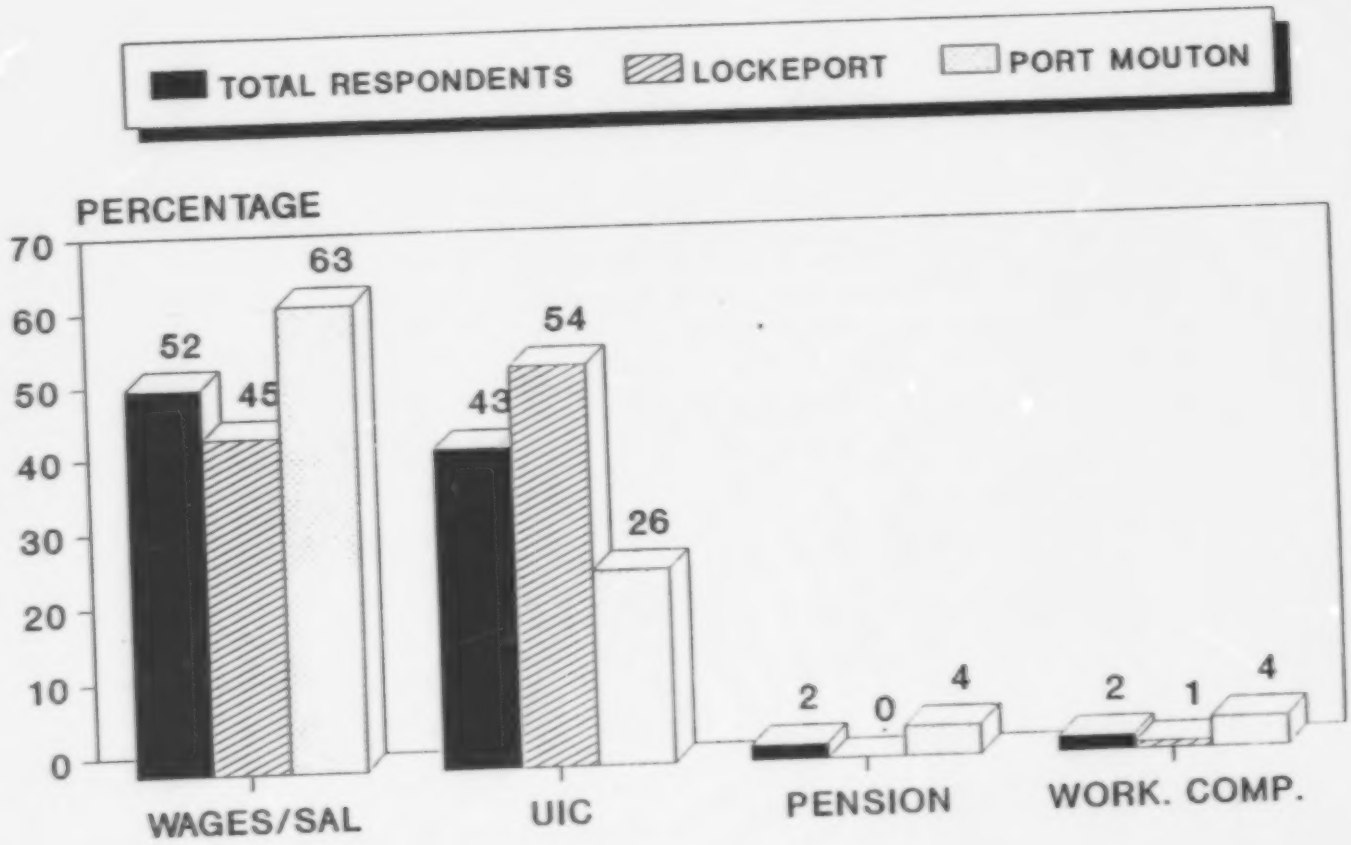


CHART 10

TOTAL FAMILY INCOME

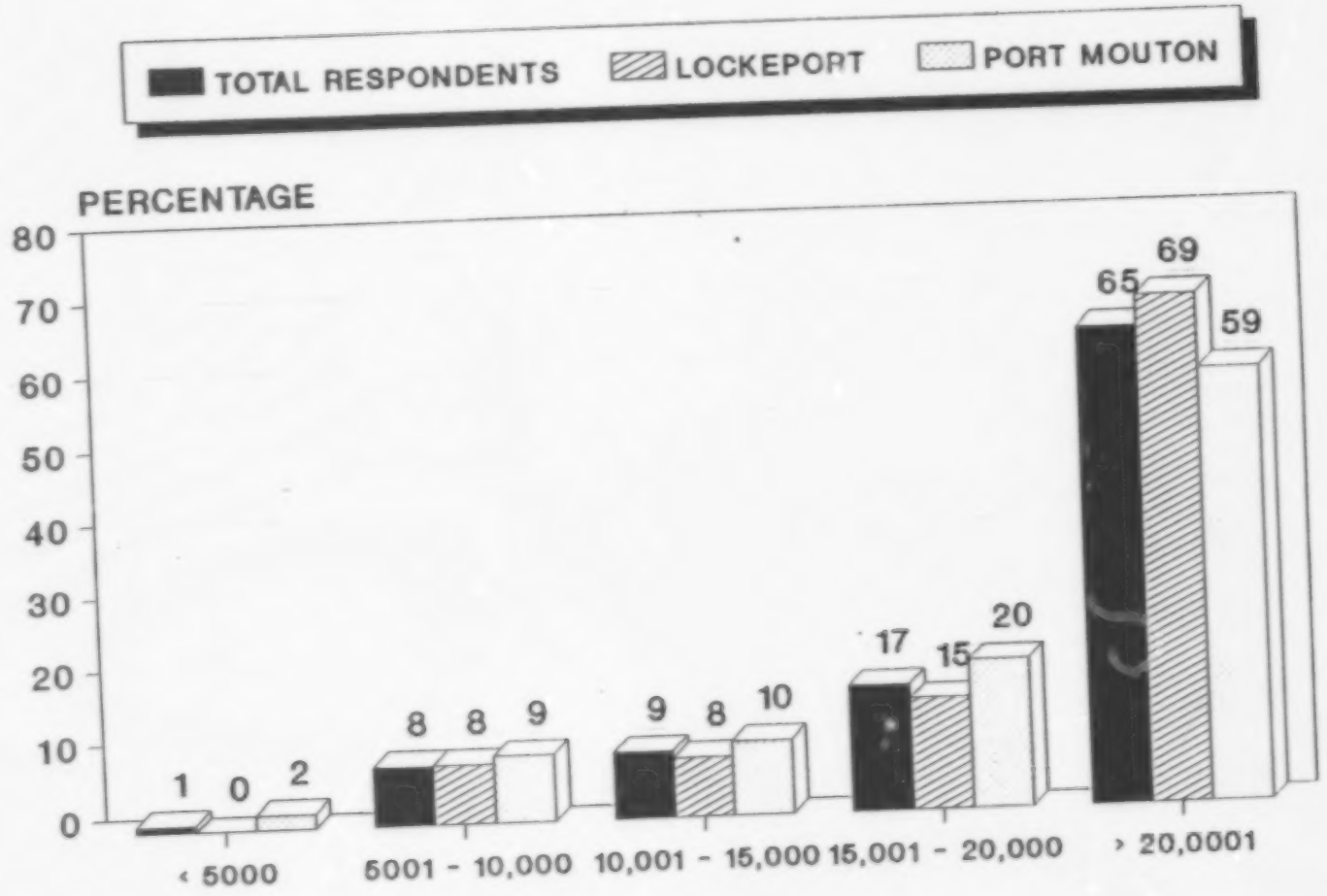


CHART 11

TOTAL FAMILY INCOME
FROM PLANT

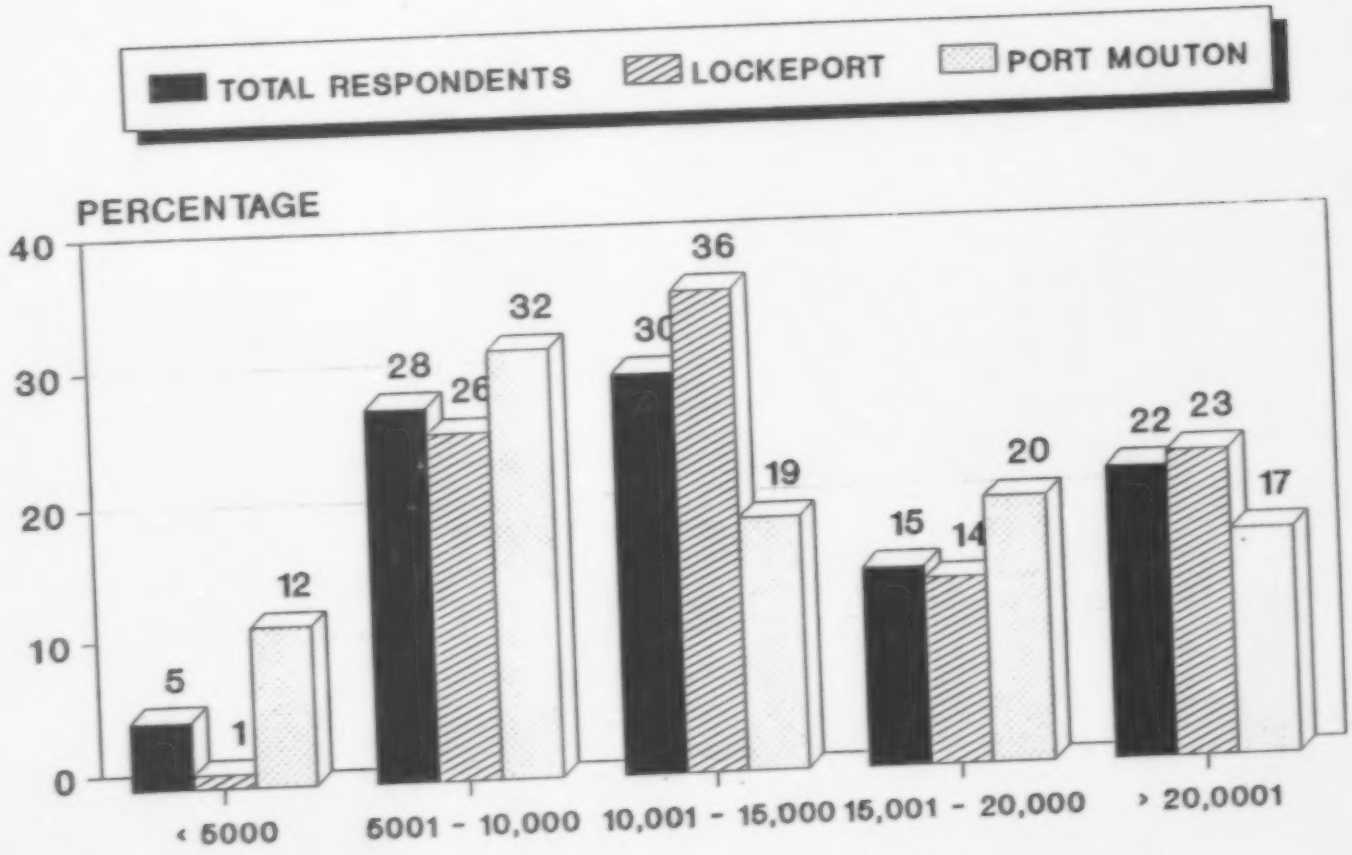


CHART 12

TOTAL INDIVIDUAL INCOME
FROM PLANT

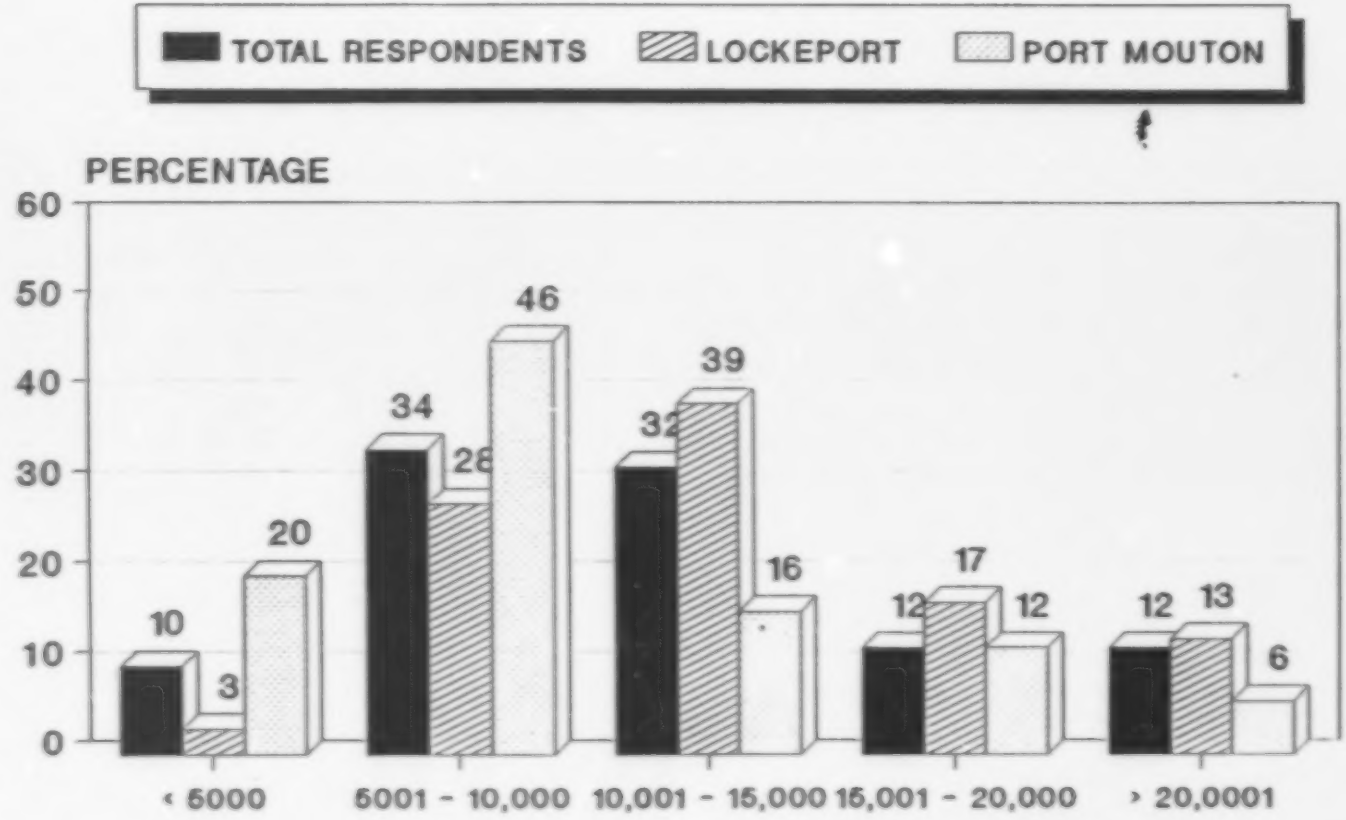


CHART 13

TOTAL FAMILY INCOME
BY GENDER

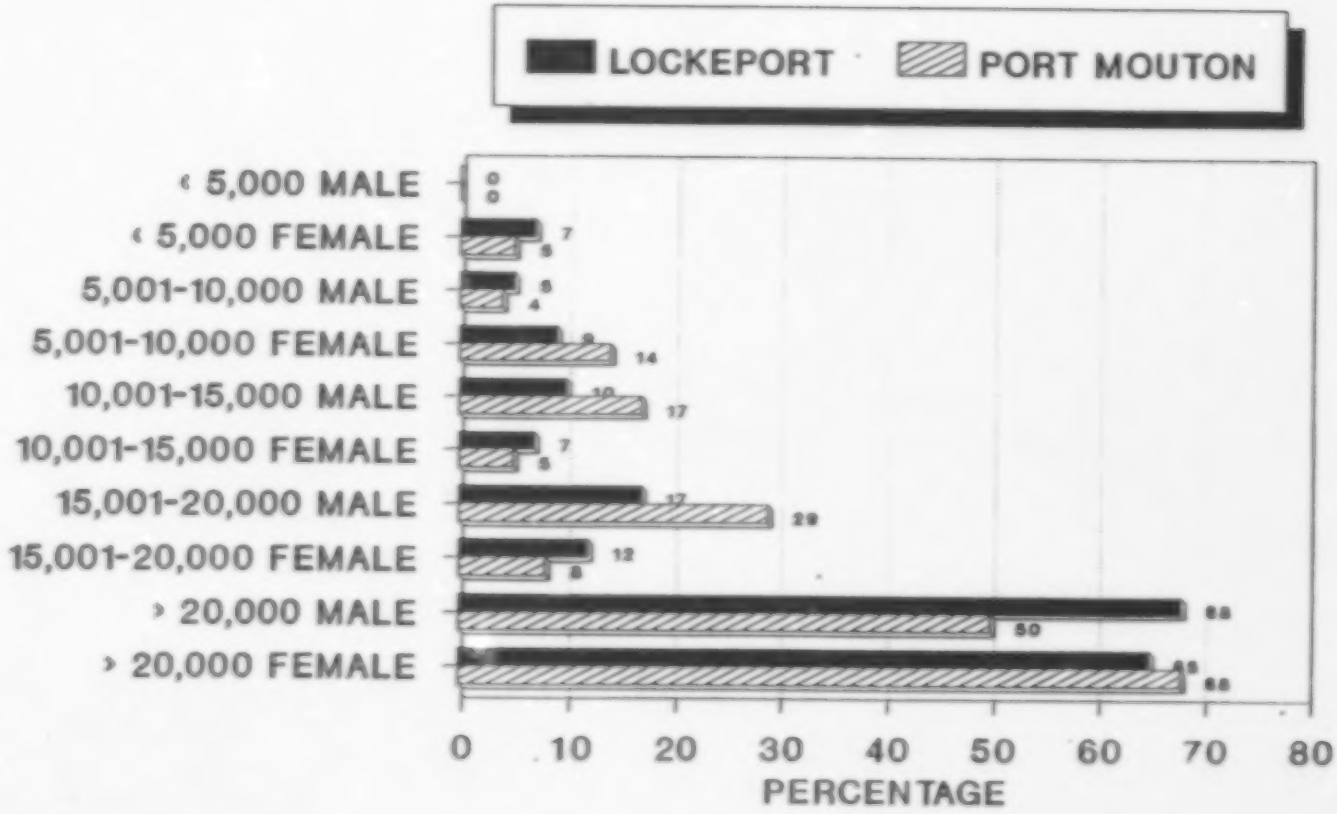


CHART 14

TOTAL FAMILY INCOME
FROM PLANT BY GENDER

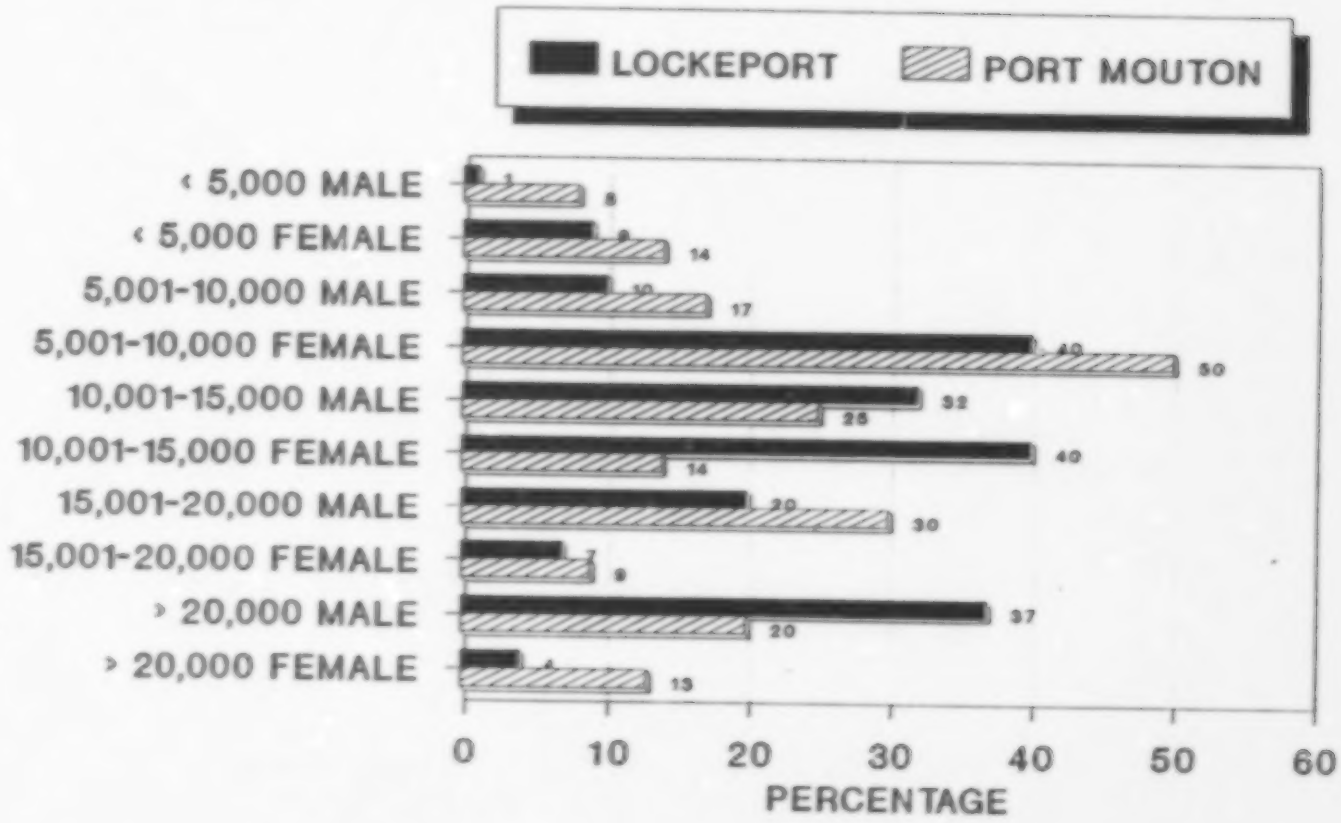


CHART 15

TOTAL INDIVIDUAL INCOME
FROM PLANT BY GENDER

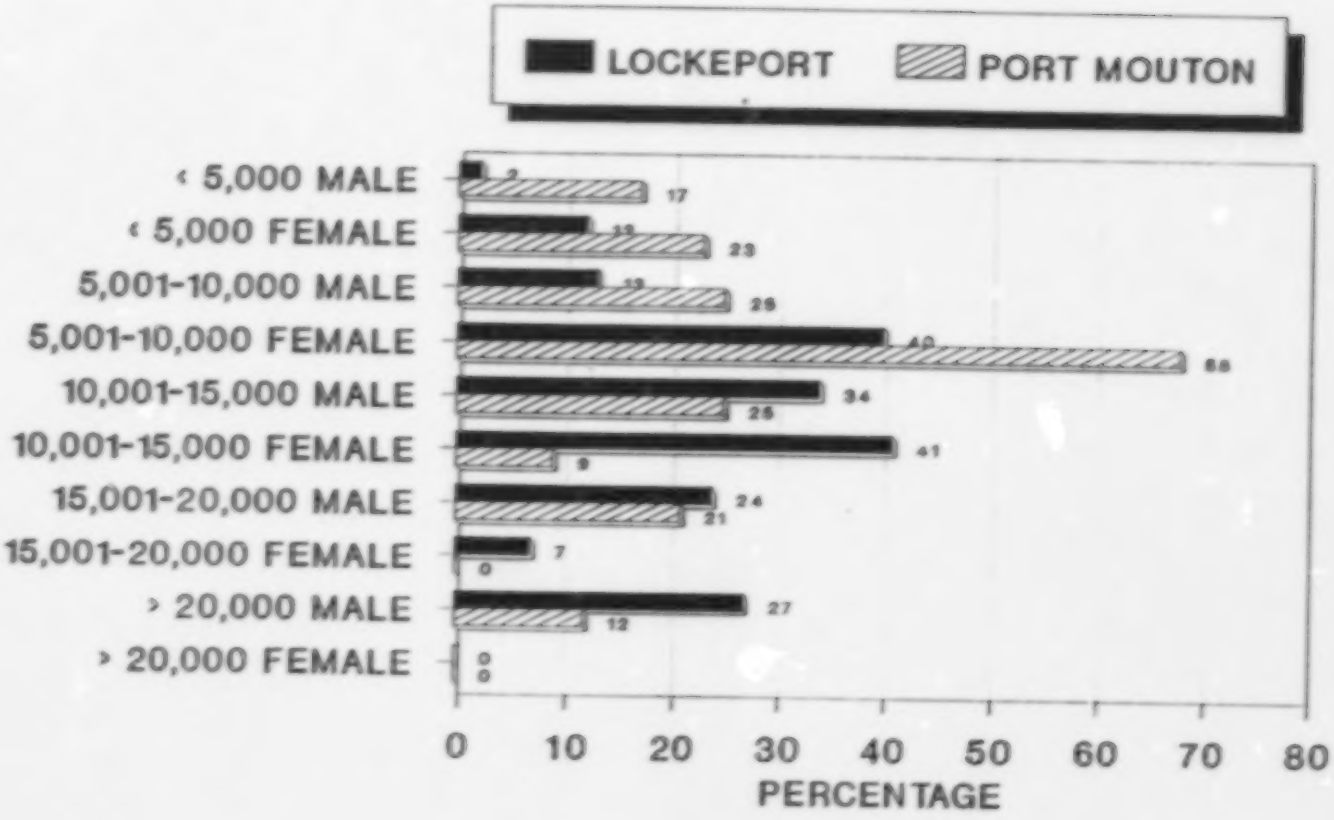


CHART 16

EXISTING WORK SKILLS

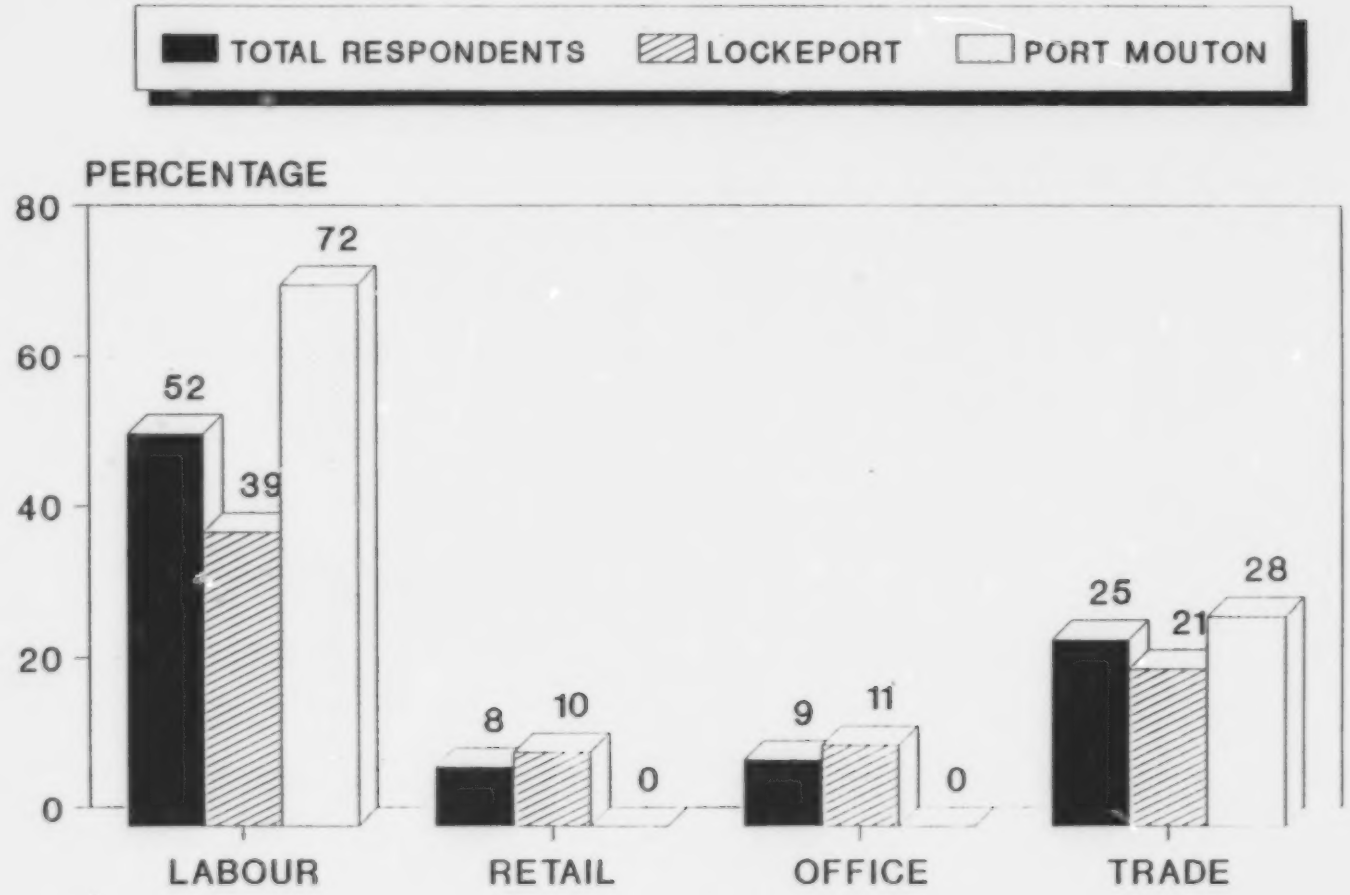


CHART 17

EXISTING WORK SKILLS
BY GENDER

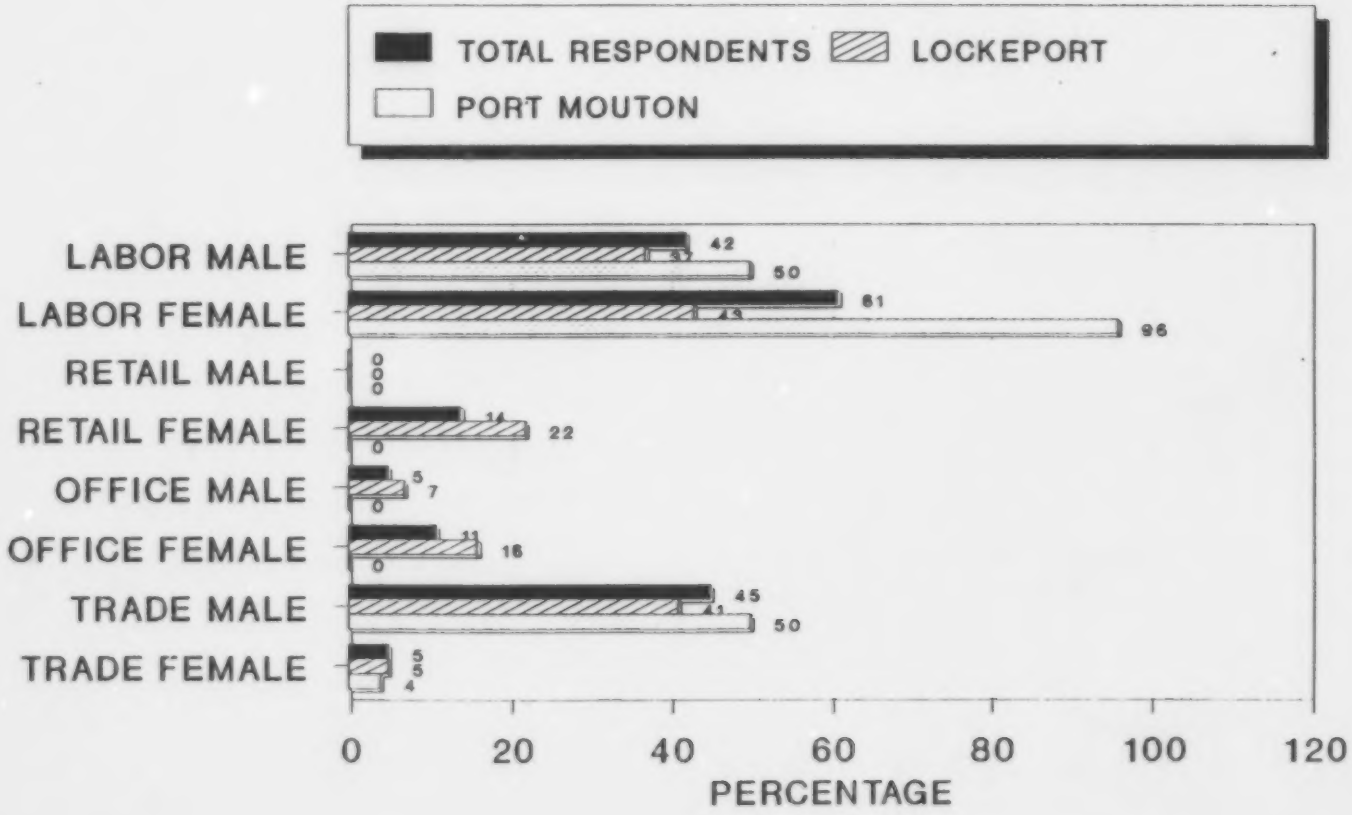


CHART 18

FUTURE WORK SKILLS DESIRED

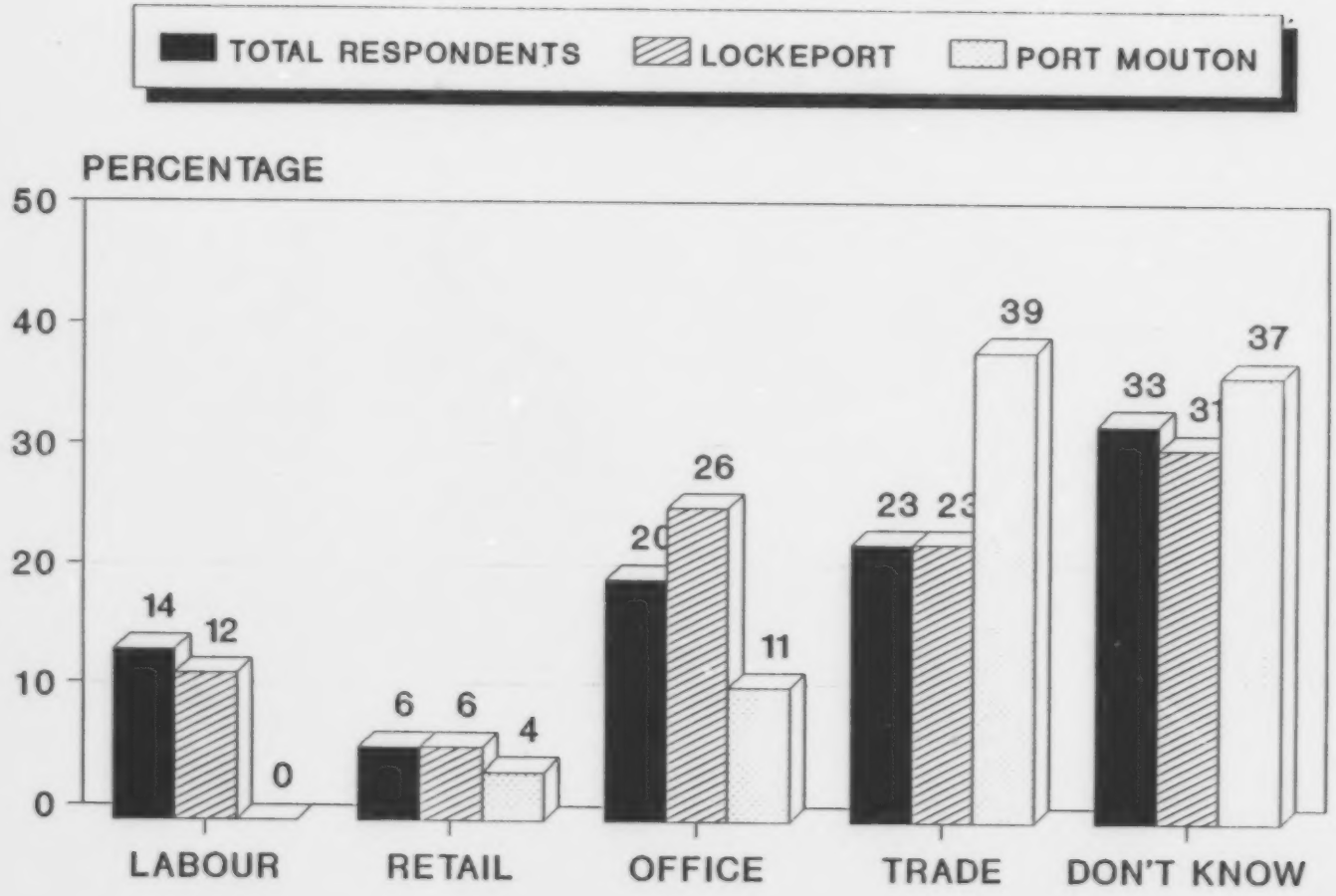


CHART 19

FUTURE WORK SKILLS
DESIRED BY GENDER

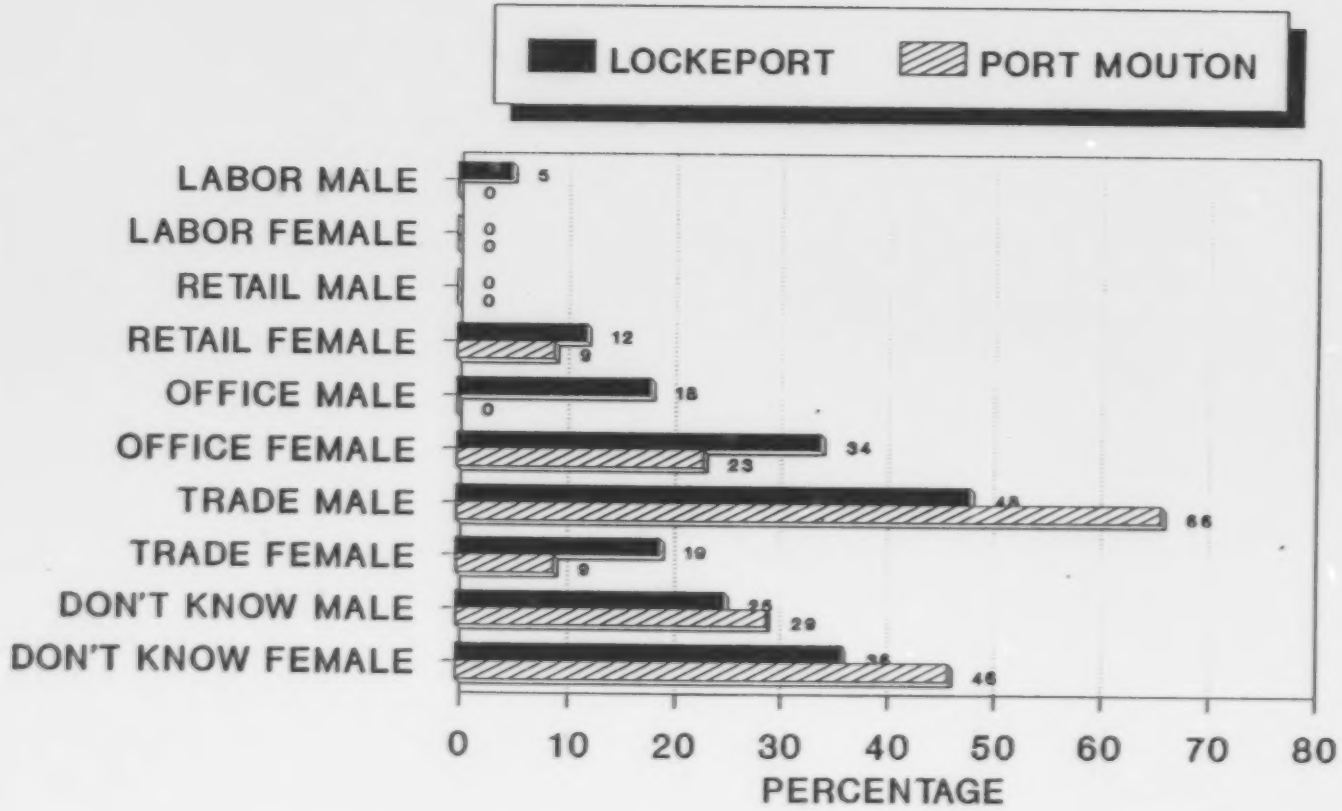


CHART 20

WILLINGNESS TO RETRAIN OF TOTAL RESPONDENTS BY AGE

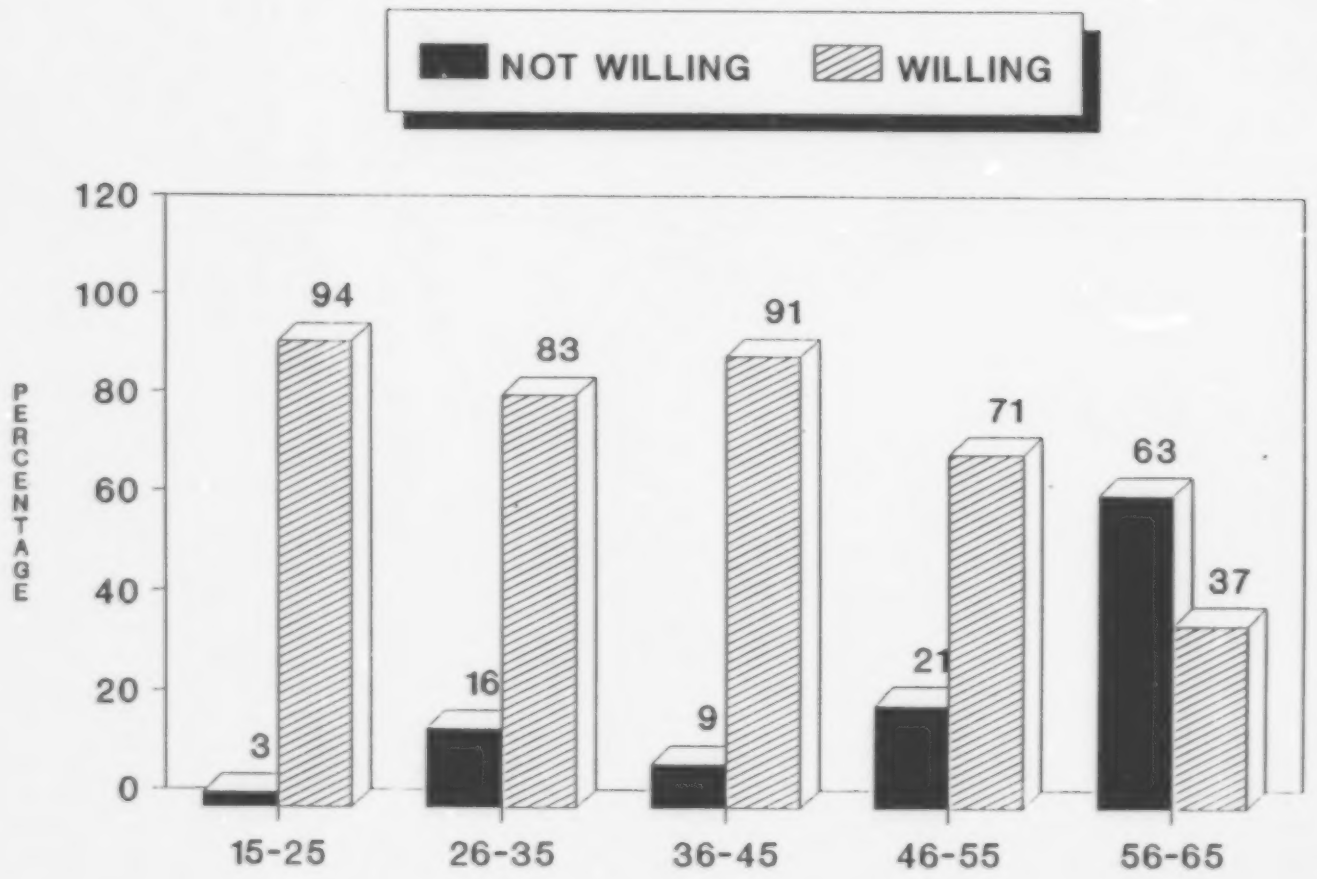


CHART 21

WILLINGNESS TO RETRAIN

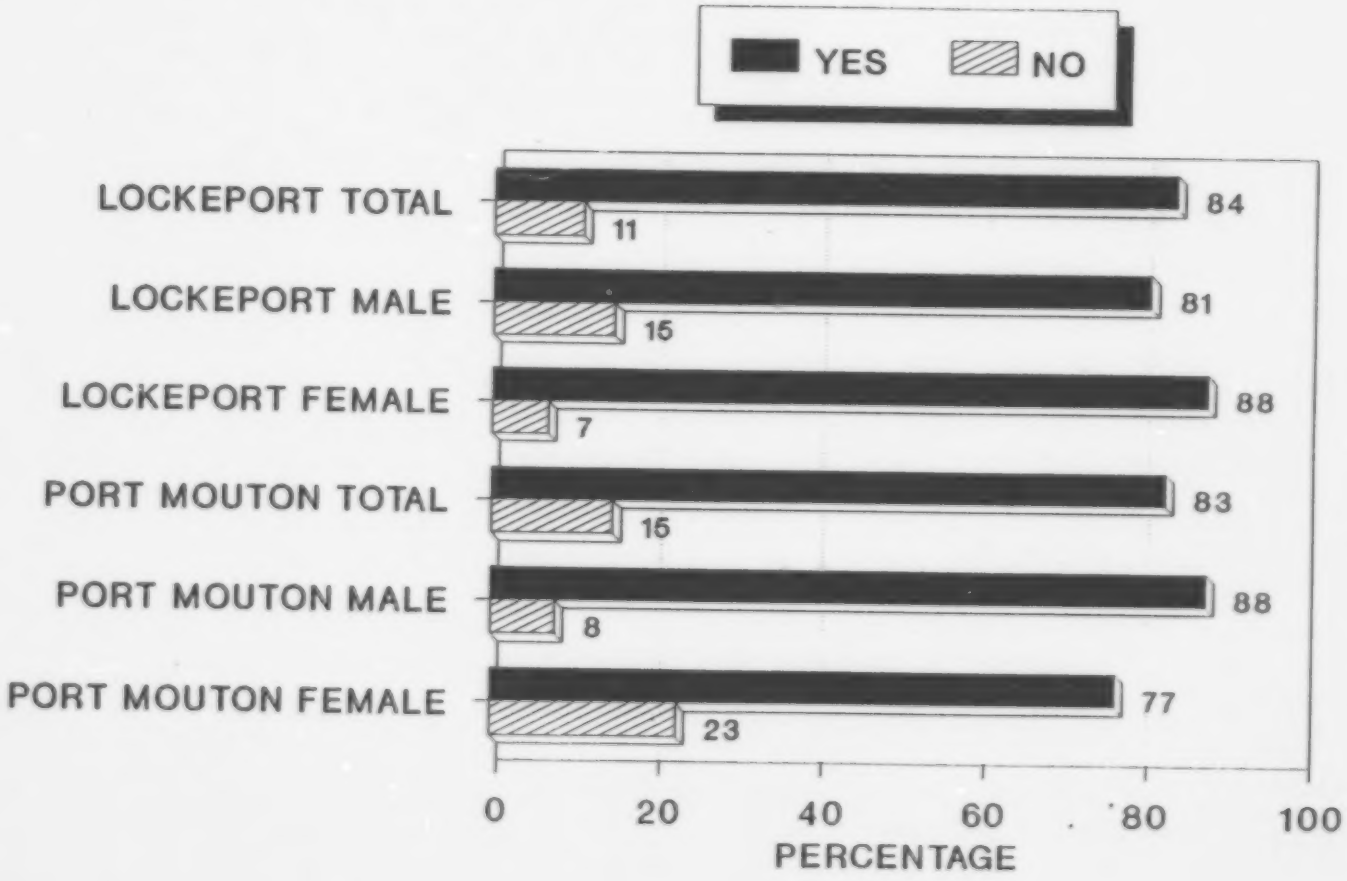


CHART 22

WILLINGNESS TO RETRAIN OF TOTAL RESPONDENTS BY EDUCATION

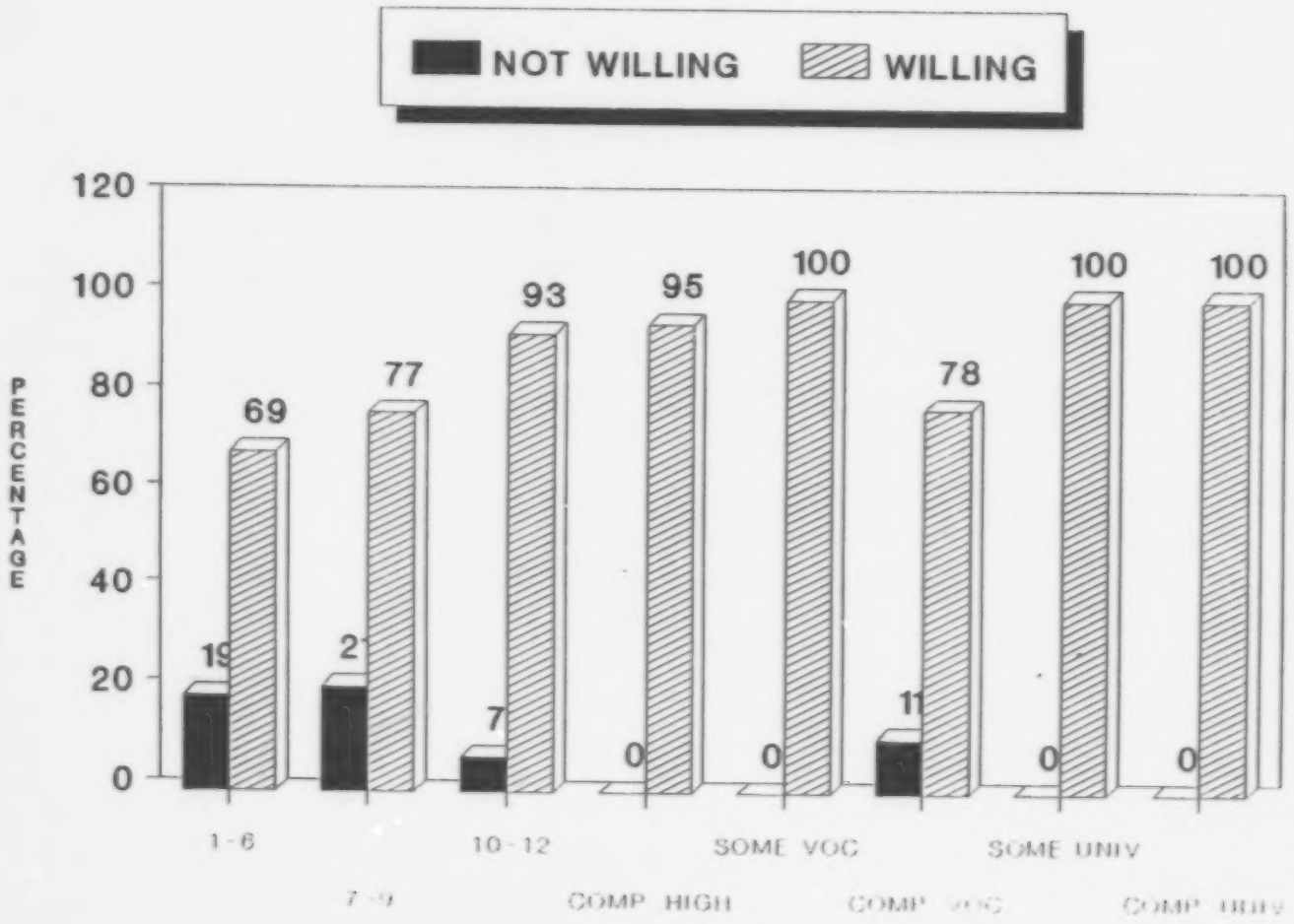


CHART 23

RELOCATION MOBILITY

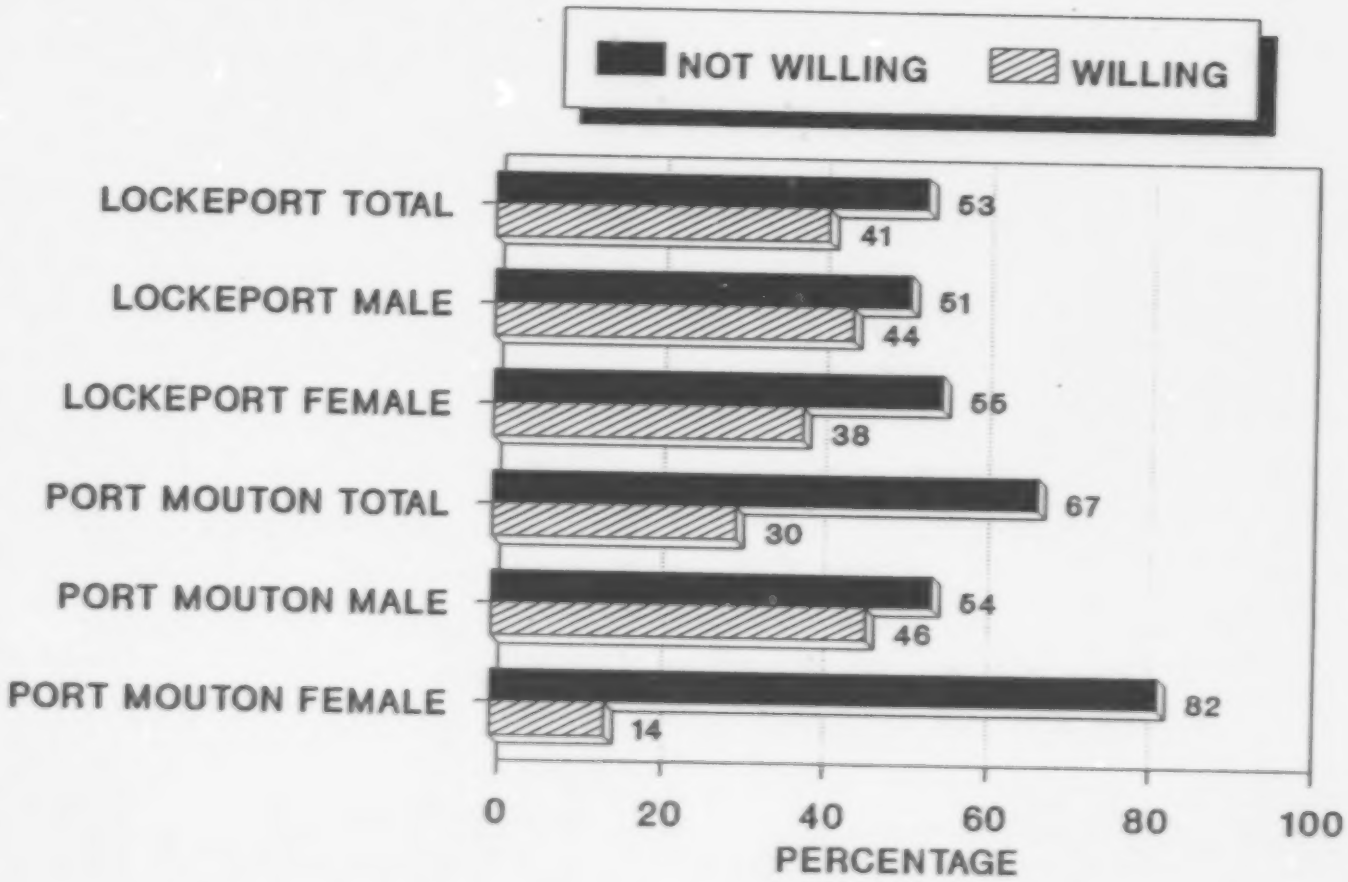


CHART 24

RELOCATION MOBILITY OF TOTAL
RESPONDENTS BY AGE

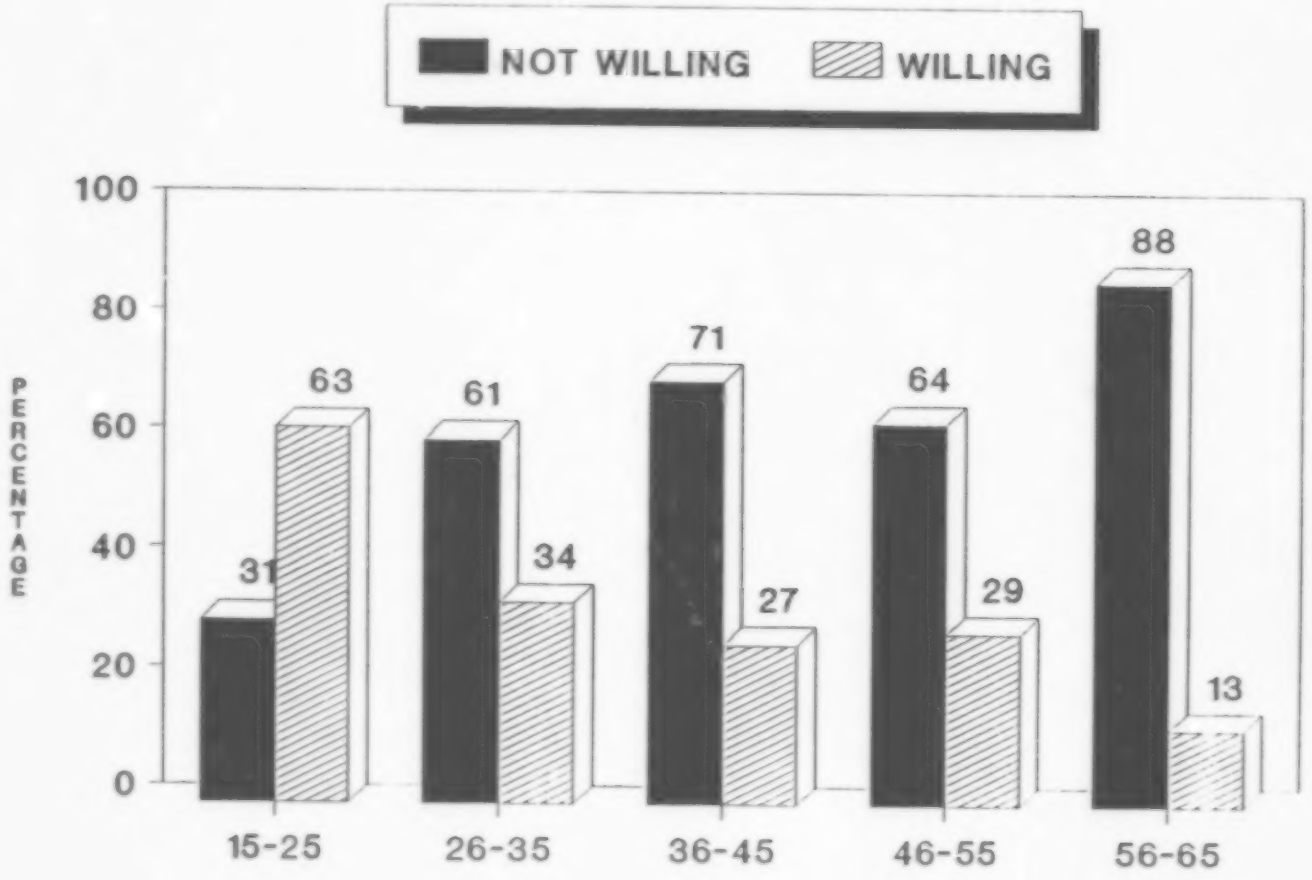
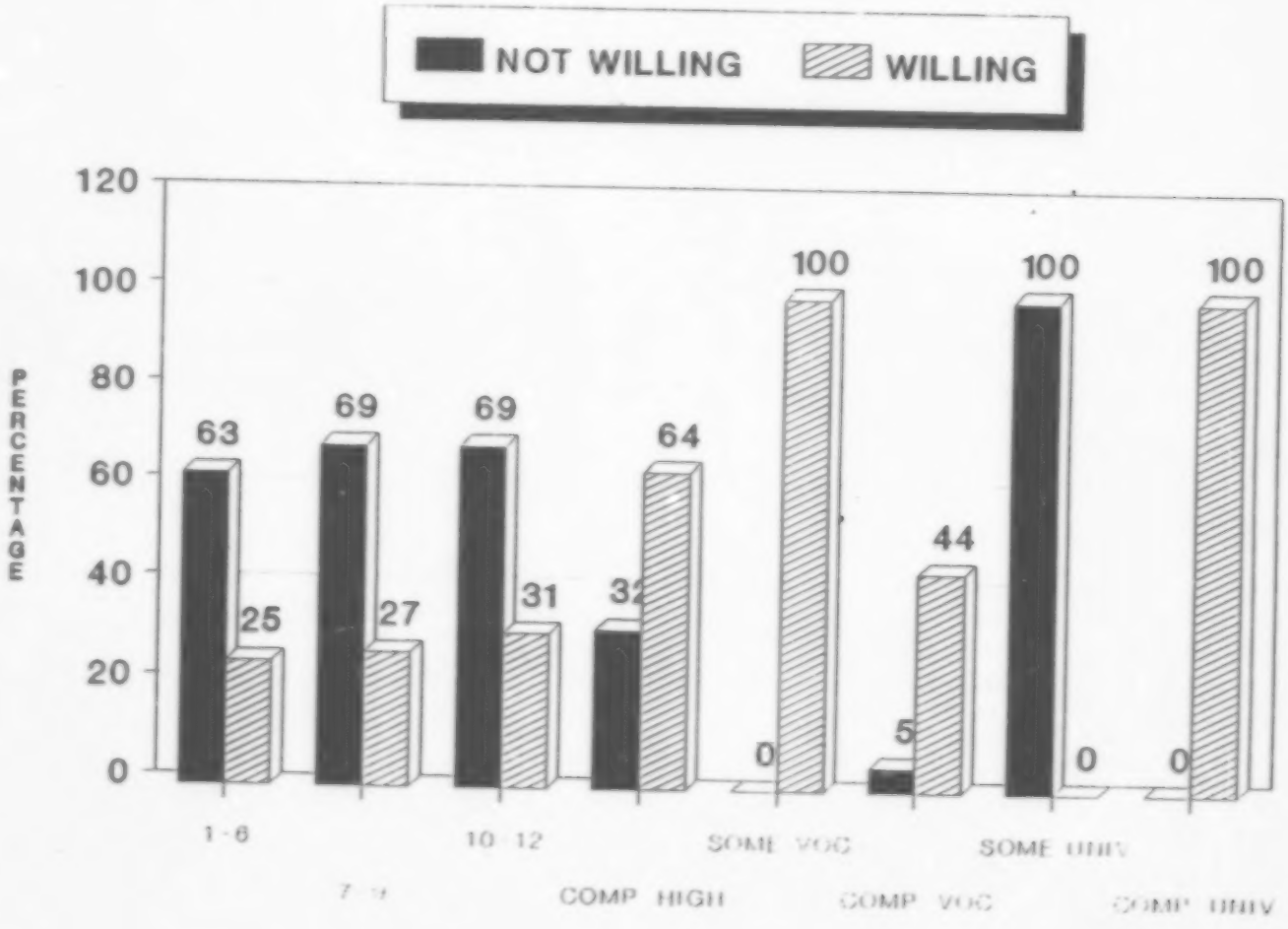
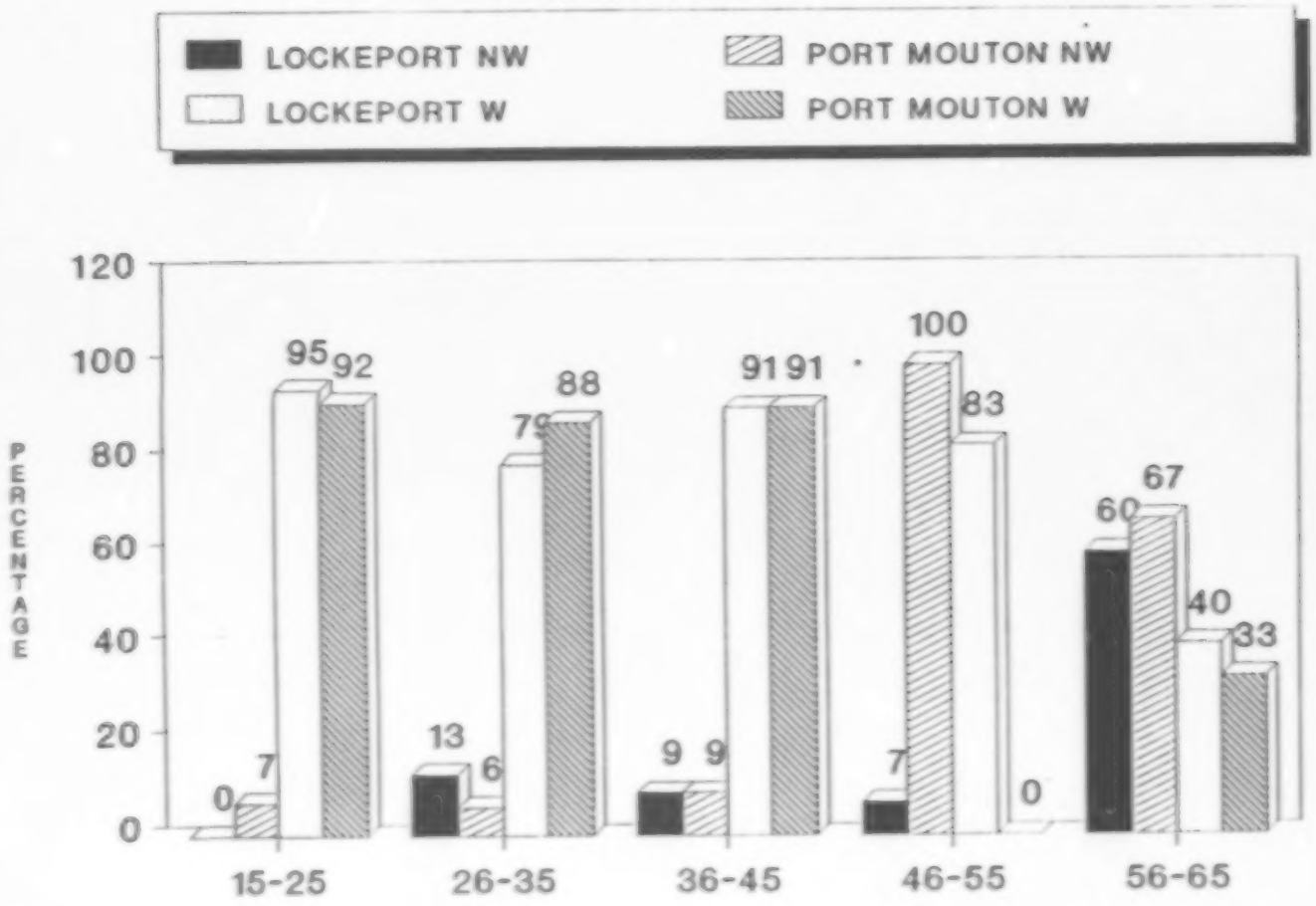


CHART 25

RELOCATION MOBILITY OF TOTAL RESPONDENTS
BY EDUCATION

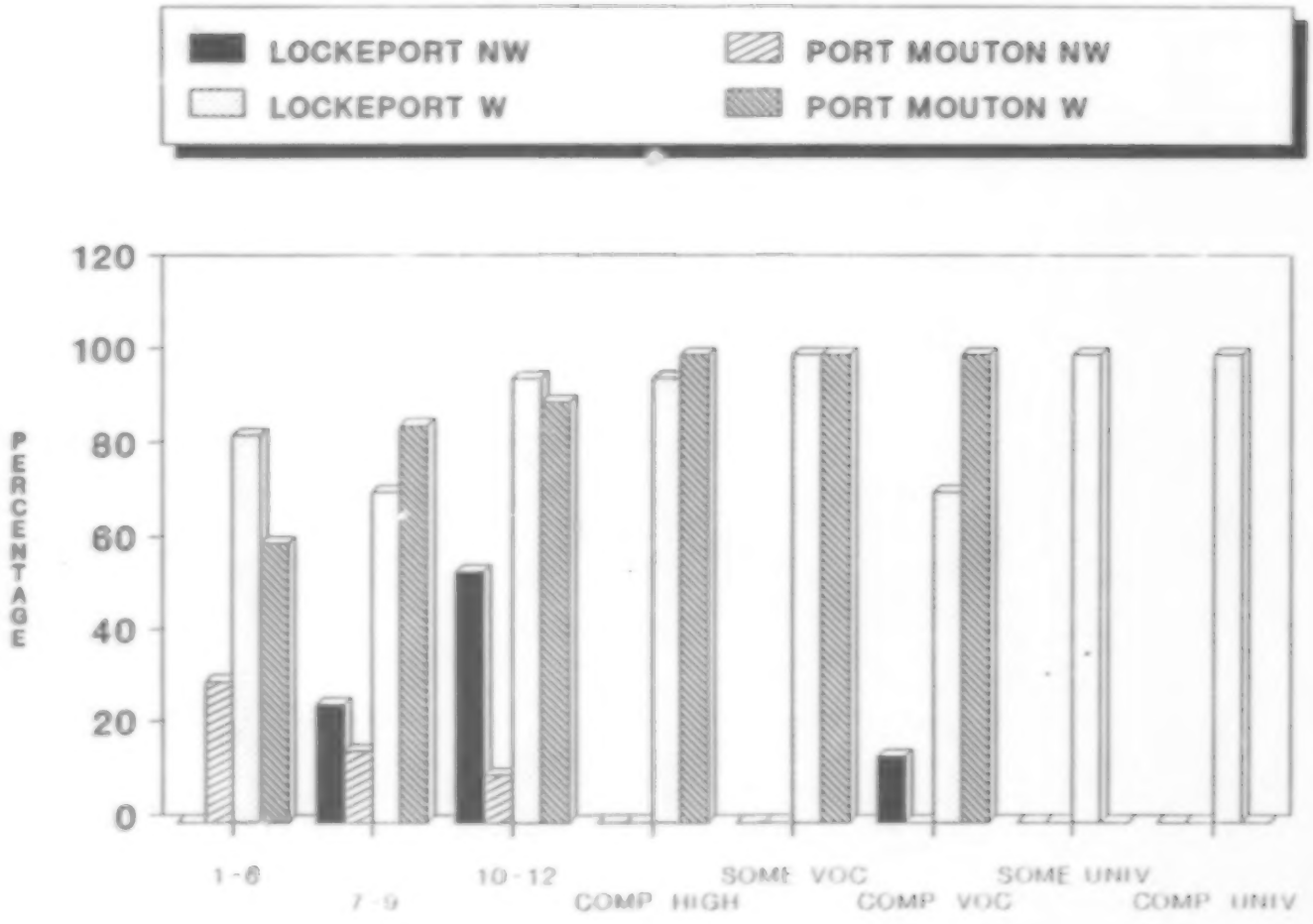


WILLINGNESS TO RETRAIN *
BY AGE



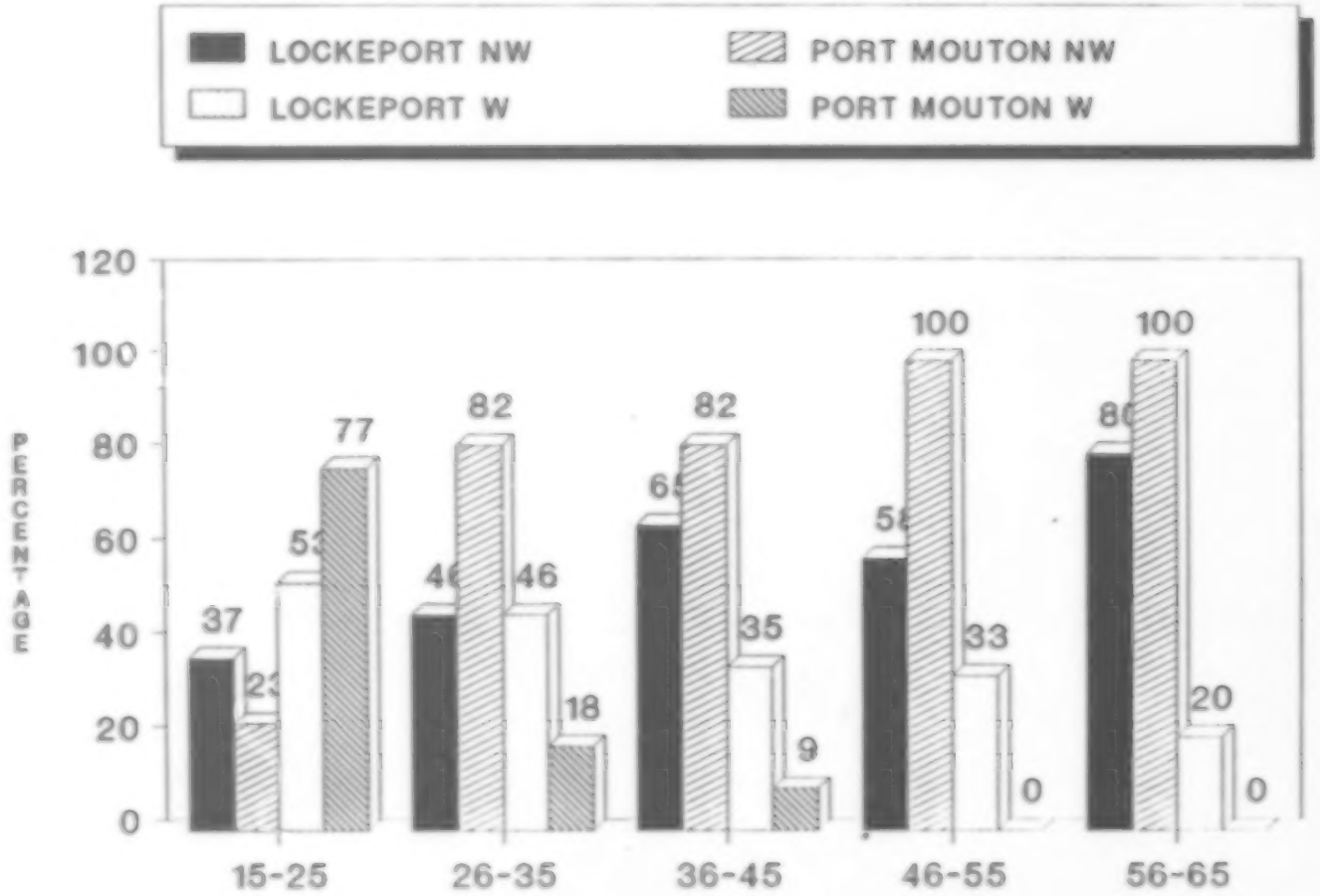
* Chart not used in report shows crosstabs by community.

WILLINGNESS TO RETRAIN *
BY EDUCATION



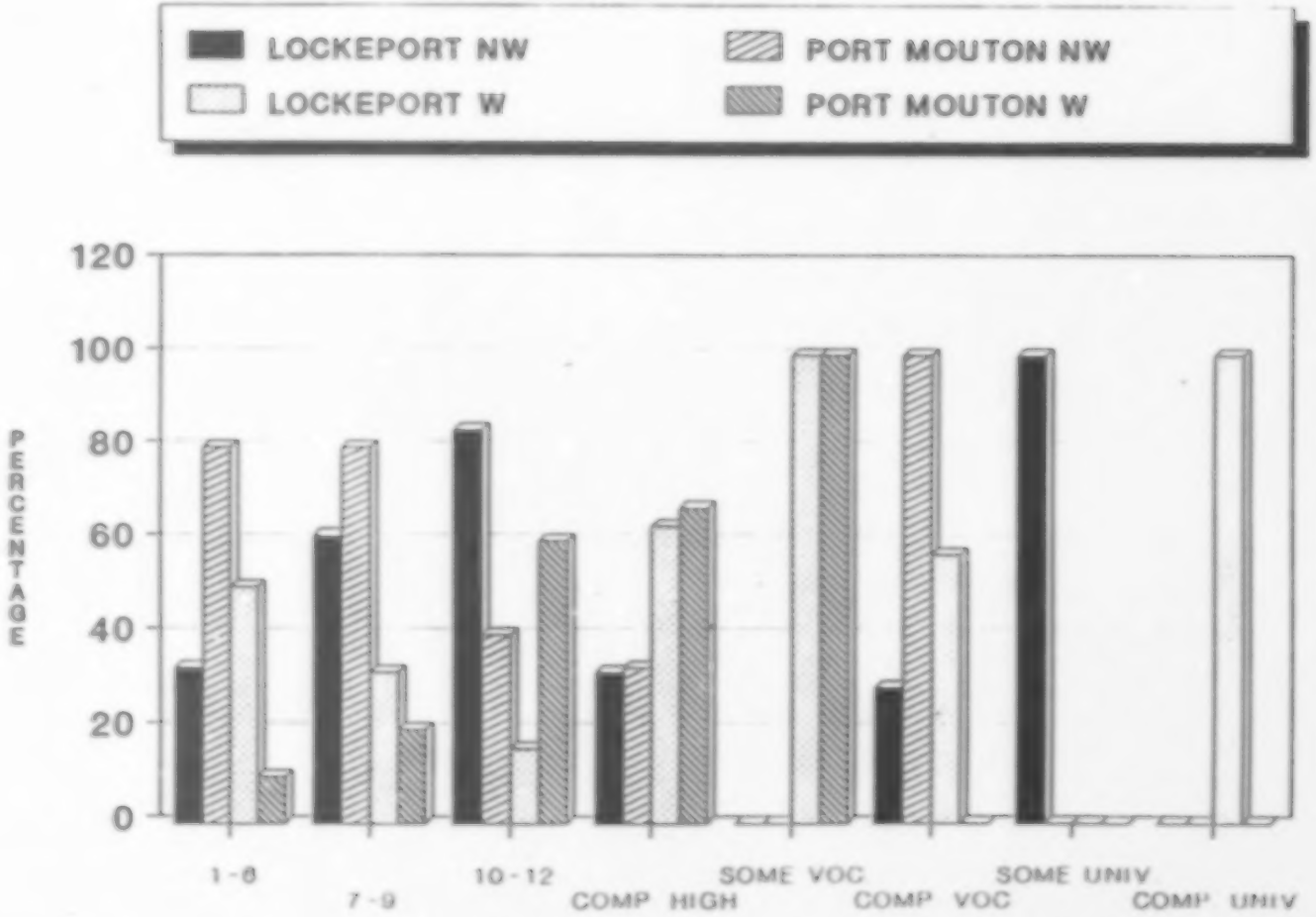
* Chart not used in report shows crosstabs by community.

RELOCATION MOBILITY*
BY AGE



* Chart not used in report shows crosstabs by community.

RELOCATION MOBILITY*
BY EDUCATION



* Chart not used in report shows crosstabs by community.